

City and County of San Francisco

Department of City Planning

## Environmental Impact Report

### AMENDMENTS TO THE COMPREHENSIVE PLAN

Proposed by the

### FISHERMAN'S WHARF ACTION PLAN

Final

81.694E

State Clearinghouse No. 83020807

Publication Date: February 4, 1983

Public Comment Period: February 4, 1983

through March 21, 1983

Public Hearing Date: March 10, 1983

Certification Date : July 14, 1983

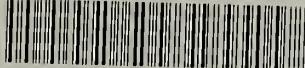


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Department of City Planning**

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- Changes from the the text of the Draft EIR are indicated by solid dots at the beginning of each revised paragraph or graphic.

D REF 711.4097 Am34

Amendments to the  
comprehensive plan,  
1983.

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I. SUMMARY

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DESCRIPTION OF THE PROPOSED AMENDMENTS TO THE COMPREHENSIVE PLAN

General Nature and Area Affected by the Fisherman's Wharf Action Plan (FWAP)

The Fisherman's Wharf Action Plan (FWAP) was the result of a 12-month planning process involving many agencies and individuals, and coordinated by the Port of San Francisco. FWAP provides guidelines for development in the Fisherman's Wharf area within the jurisdiction of the Port of San Francisco, north of Jefferson St., between Pier 41 and the Hyde St. Pier (see Figures 1, 2 and 3, pp. 7, 8 and 9). The intent of FWAP is to ensure the continuance of the fishing industry at the Wharf, make more efficient use of existing facilities, and provide improvements for tenants and visitors in the area. FWAP implementation would require five amendments to the Northeastern Waterfront Plan (NEWP), a part of the San Francisco Comprehensive Plan.

Most policies in FWAP conform with adopted policies and objectives of the NEWP and other elements of the Comprehensive Plan as well as with Bay Conservation and Development Commission Special Area Plan 1, which includes Fisherman's Wharf. Those plans were treated in a previous environmental impact report (EIR) and a City administrative amendment memorandum to that EIR, and will not be discussed further here. This EIR specifically treats the proposed FWAP policies which require amendments to NEWP and additional designations not included in NEWP. These are described below.

Summary of Comprehensive Plan Amendments

FWAP includes a proposal for a mixed use, predominantly residential, development on Pier 45; it would allow housing, hotel, parking, office, convenience retail, institutional, public display and public access use of Pier 45. The above uses proposed under FWAP would require five changes in the language of NEWP:

## I. Summary

- 1) In Policy 2 of Objective 1 in the Maritime and Industrial section of NEWP, Pier 45 would be deleted from the list of piers for use in continuing maritime activities.
- 2) In Policy 1 of Objective 1 in the Fisherman's Wharf Subarea Plan of NEWP, reference to fish processing on Pier 45 would be deleted.
- 3) In Policy 2 of Objective 1 in the Fisherman's Wharf Subarea Plan, reference to commercial fishing industrial use on Pier 45 would be deleted; new mixed uses and parking would be permitted.
- 4) In Policy 2 of Objective 3 in the Fisherman's Wharf Subarea Plan, new commercial-tourist uses would be prohibited because they rely heavily on the automobile for their success. The proposed mixed uses would generate traffic and require additional parking.
- 5) In Policy 3 of Objective 4 in the Fisherman's Wharf Subarea Plan, truck access in the Fish Alley Plaza would be allowed.

FWAP would serve as a general guide to development of Fisherman's Wharf with a clear enumeration of permitted uses on Pier 45. The specific form that projects allowed under the amended Comprehensive Plan designations would take is not known at this time. Any specific recommendation in FWAP would be considered as only one of many possible development scenarios. Should the proposed Comprehensive Plan amendments be adopted, the Port would solicit developers for individual projects. Specific project proposals would require separate, subsequent environmental evaluations.

### EFFECTS OF PIER 45 DEVELOPMENT WHICH WOULD BE ALLOWED UNDER THE PROPOSED AMENDMENTS TO THE COMPREHENSIVE PLAN

The FWAP consultant team and the Civic and Technical Advisory Committees recommended a mixed use, predominantly residential development for Pier 45; additional tourist-oriented commercial, general office, and retail uses should be restricted in developing Pier 45, and residential, hotel, institutional and recreation uses should be encouraged. Consultants determined the maximum

## I. Summary

buildout of Pier 45, assumimg the land use mix recommended by FWAP, maximum feasible public access, and structures within the 40-foot height limit. This maximum buildout could include 550 condominium units, a 250-room hotel, 50,000 gross sq. ft. for office space, 60,000 gross sq. ft. for institutional use (e.g. fishing academy, aquarium), and 10,000 gross sq. ft. of retail space.

### Land Use and Zoning

Implementation of FWAP would introduce residential, office and institutional uses into the Fisherman's Wharf area under Port jurisdiction. The mixed-use complex on Pier 45 would be predominantly a residential development but would allow other uses such as hotel, parking, office, resident-serving convenience retail, institutional, public display and public access. It would discourage further development of tourist-oriented retail uses in the area.

### Urban Design and Visual Aspects

Development on Pier 45 could open new access to views of San Francisco Bay. Building heights of a mixed-use development on Pier 45 would approximate that of existing warehouses, which range from 25 to 40 feet in height. No change in the existing 40-foot height limit is proposed.

### Population, Employment and Housing

The proposed Comprehensive Plan amendments would allow the construction of 550 housing units on Pier 45 and a resident population of approximately 700 to 1,200 persons. Hotel facilities of 250 rooms could generate up to 350 visitors per night to Pier 45. Hotel, office and retail facilities would generate permanent employment for about 350 to 400 people. Employees in maritime industries would probably relocate from Pier 45 to the Hyde St. Pier.

### Transportation, Circulation and Parking

Full buildout on Pier 45 allowable under the proposed amendments to the Comprehensive Plan would generate a total of about 9,100 person trip ends per day on weekdays and 8,300 person trip ends on Saturdays. Total peak-hour

## I. Summary

person trip ends would be about 1,000 on weekday afternoons, and 700 during Saturday peak-hour. Peak-hour transit use would increase by about 400 person trip ends on weekdays and 200 person trip ends on weekends. Increased ridership on Muni would add to the anticipated overcrowded conditions on Muni bus and cable car lines serving the area in 1985.

It is expected that traffic congestion on weekdays and weekends would increase on local streets by 1985, even without development of Pier 45. Development on Pier 45 would generate about 400 additional weekday and 300 Saturday peak-hour vehicle (auto) trip ends. This increase in auto travel would worsen the 1985 operating conditions anticipated for intersections in the Fisherman's Wharf vicinity.

Pier 45 development would generate about 60 truck trips per day. New vehicular access to Pier 45 would be required. In general, peak-hour truck trips would not coincide with peak-hour auto trips.

Development on Pier 45 would generate a total demand for approximately 800 parking spaces on weekdays and 735 spaces on weekends.

Pier 45 development would generate about 400 off-site pedestrian trips during the Saturday peak-hour and increase pedestrian street crossings at the Jefferson / Taylor Sts. intersection by two to nine percent. New areas of pedestrian circulation would be opened on Pier 45.

### Air Quality

Vehicular traffic related to Pier 45 development under the proposed amendments to the Comprehensive Plan would cause an increase in pollutant emissions. These emissions probably would be dispersed by the wind and would not result in concentrations which would exceed any State or Federal standard.

### Noise

Building construction on Pier 45 would temporarily increase noise levels in the vicinity of the pier. Noise levels inside the nearby restaurants on

## I. Summary

Wharves J-7 and J-8 would be approximately 55 to 60 dBA during construction. Following the buildout of Pier 45, noise levels on the pier would remain near current levels of 60 dBA.

### MITIGATION MEASURES

Several measures are necessary to improve the poor level of existing circulation around Fisherman's Wharf. The measures would also be necessary to permit development of Pier 45. Mason St. would have to be extended north from Jefferson St. to The Embarcadero. Traffic signals would have to be installed at the intersections of Taylor St. and The Embarcadero (the entrance to Pier 45), Mason and Jefferson Sts. and Powell St., Jefferson St. and The Embarcadero. These measures would provide improved access to Pier 45 and improve the operating conditions at affected intersections.

FWAP policies would encourage development which gives priority to public transit rather than to private automobiles. Other mitigation measures could be developed during environmental review following a specific project proposal.

### ALTERNATIVES

Alternative A, No Amendments to the Comprehensive Plan, would retain maritime related uses at Pier 45. Pier 45 could remain underused or, assuming reversal of the current trend in the fishing industry in San Francisco, use of the pier in which the resulting environmental impacts could increase as compared to existing levels of impact. Environmental impacts would be less than with the development allowable under the proposed amendments to the Comprehensive Plan.

Alternative B, the Mixed Use without Hotel Alternative, would include a maximum of 550 residential units, and office, resident-serving convenience retail and institutional uses. This alternative would modify the image of Fisherman's Wharf as a predominantly tourist area. It would also generate fewer auto trips and service vehicle trips than the development discussed. All of the proposed amendments to the Comprehensive Plan would be consistent with this alternative. None of the proposed amendments address hotels exclusively.

II. DESCRIPTION OF THE PROPOSED AMENDMENTS TO THE COMPREHENSIVE PLAN

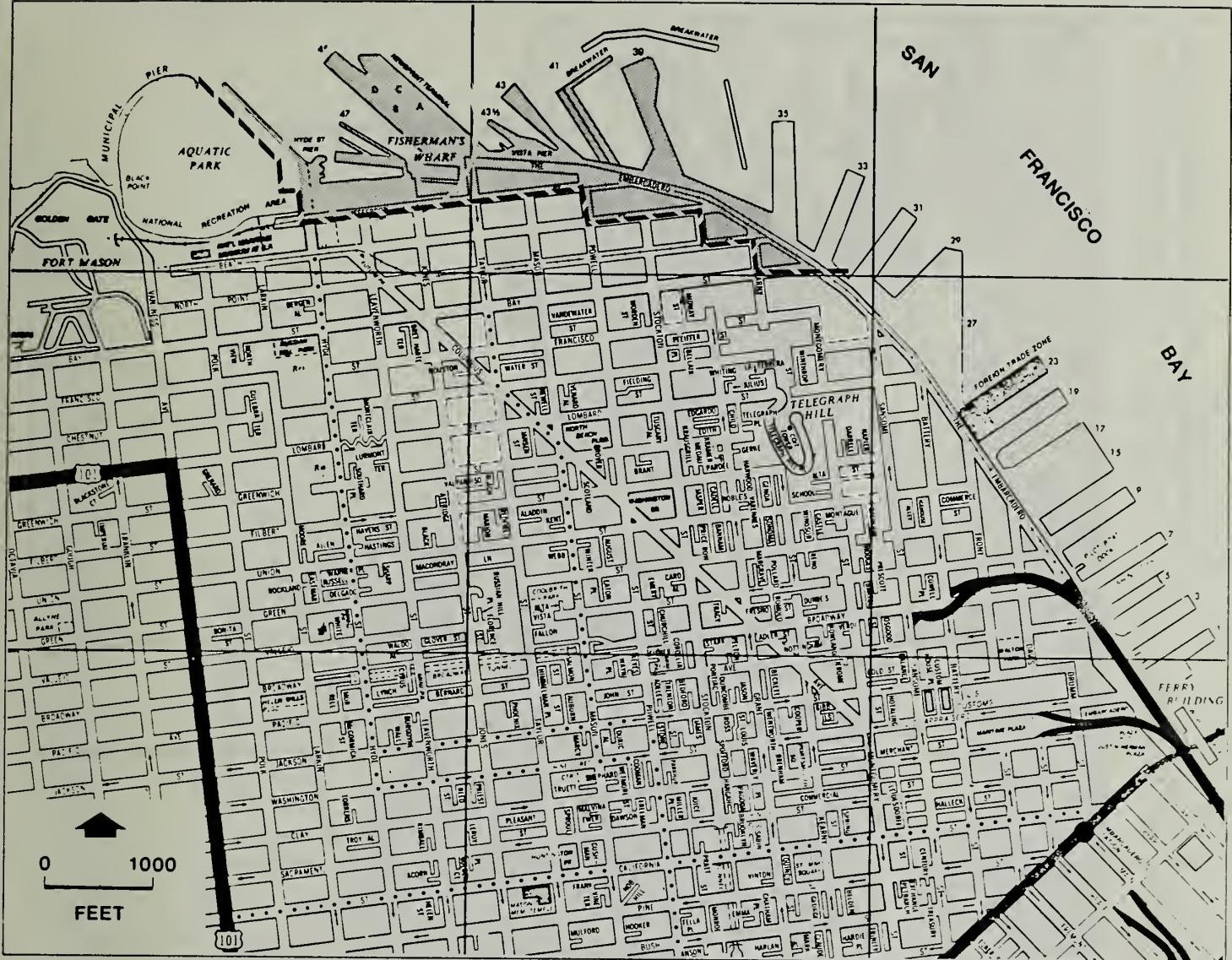
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## INTRODUCTION AND BACKGROUND

In 1980, a multidisciplinary team of consultants coordinated by the San Francisco Port Commission and assisted by Civic and Technical Advisory Committees, the City and other regulatory agencies, began preparation of the Fisherman's Wharf Action Plan (FWAP). FWAP concerns the area of Fisherman's Wharf under Port jurisdiction, including the area north of Jefferson St., between Pier 41 and the Hyde St. Pier (see Figures 1, 2, and 3, pp. 7, 8, and 9). During plan development, public hearings and public review, ideas for the future development of the Fisherman's Wharf area were solicited from government and civic groups as well as business and recreation interests. FWAP, published in August 1981, consists of three objectives with 15 policies which form the basis of an implementation program to guide future development at Fisherman's Wharf (see Appendix A, p. 62 for complete FWAP text). The policies and objectives are consistent with area plans adopted by the Bay Conservation and Development Commission (BCDC),<sup>/1/</sup> and the majority of the policies and objectives in the Northeastern Waterfront Plan (NEWP), a part of the San Francisco Comprehensive Plan.<sup>/2,3/</sup> FWAP is also consistent with the Golden Gate National Recreation Area (GGNRA) Plan for the northern waterfront area.<sup>/4/</sup> FWAP discusses an implementation program containing development guidelines which address the particular conditions and needs of Fisherman's Wharf more specifically than existing adopted plans. FWAP has the support of the San Francisco Port Commission.

FWAP would serve as a general guide to development of Fisherman's Wharf with a clear enumeration of permitted uses on Pier 45 and a Hyde St. Pier extension which is proposed as a fishing industry maintenance effort. An extension of the Hyde St. Pier as proposed in FWAP is not part of the discussion in this document since it is consistent with the objectives and policies in NEWP of the Comprehensive Plan. FWAP would provide a set of implementation guidelines that currently is not provided in NEWP of the Comprehensive Plan. To establish consistency between the Comprehensive Plan and FWAP, five text

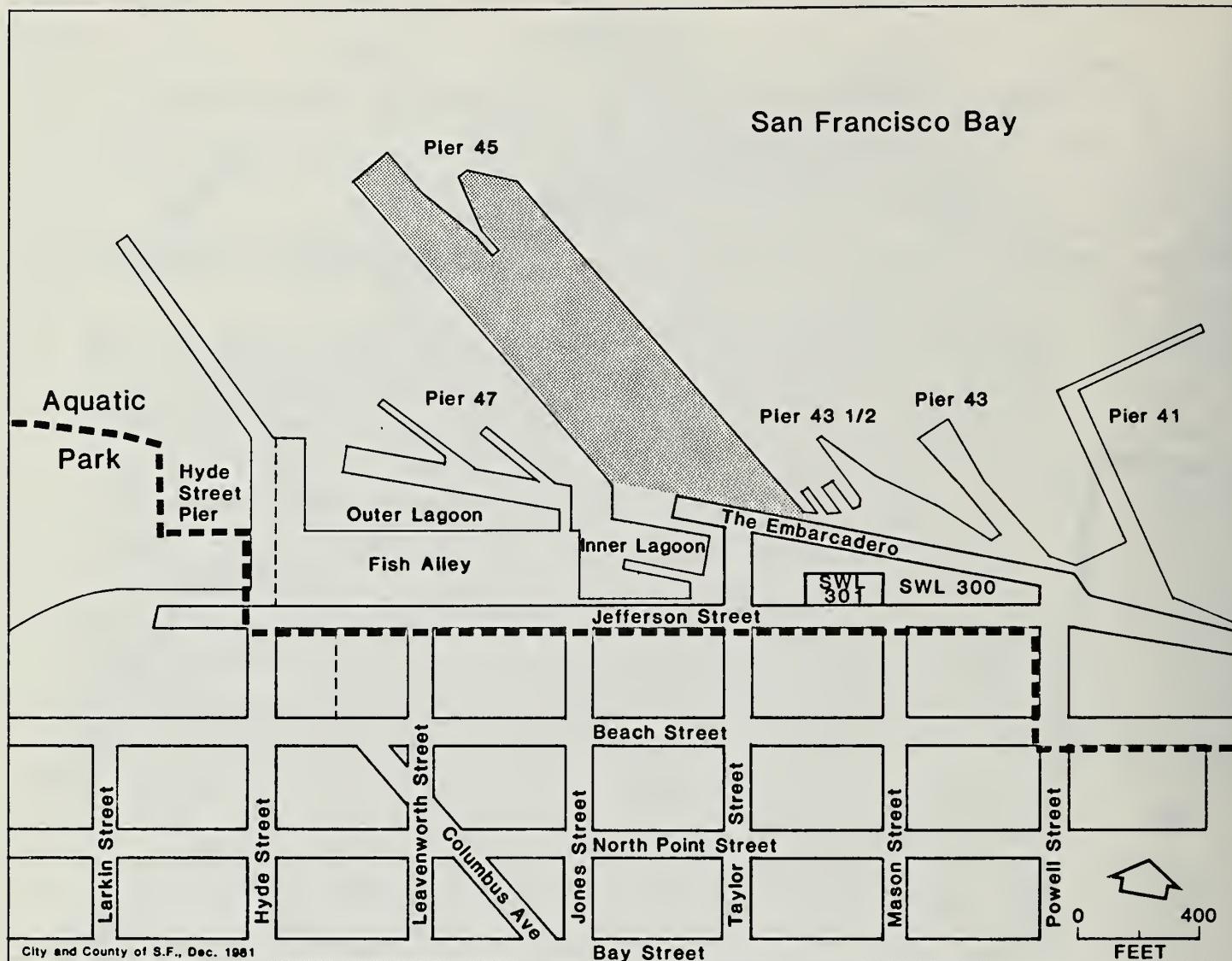


## LEGEND

Fisherman's Wharf Area

SOURCE: FWAP, ROMA, 1981.  
 Base Map of San Francisco reproduced  
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FIGURE 1: Vicinity Map



#### LEGEND

Site Affected by Comprehensive Plan Amendments

SWL Seawall Lot

Port Jurisdiction

**FIGURE 2:**  
Site Affected by  
Comprehensive Plan  
Amendments

SOURCE: Environmental Science Associates, Inc.

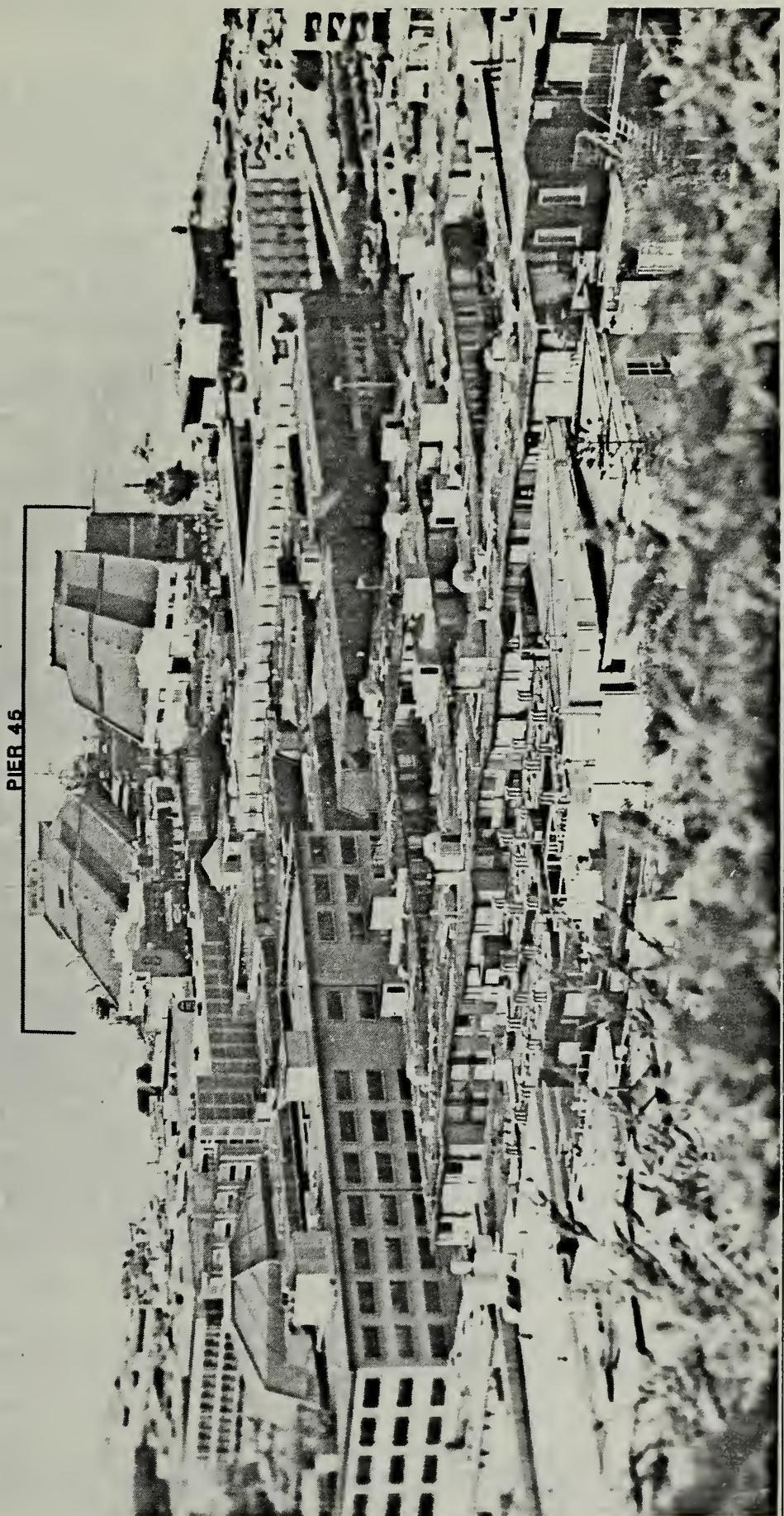


FIGURE 3: View of Pier 45 and Fisherman's Wharf  
Looking Northwest from Telegraph Hill

SOURCE: Environmental Science Associates, Inc.

## II. Description of Amendments

amendments would be necessary. If these amendments to the Comprehensive Plan were adopted, FWAP would facilitate the development of portions of Fisherman's Wharf. Recommendations in FWAP are to be considered as allowing many possible development scenarios. Upon adoption of the Comprehensive Plan amendments by the City Planning Commission, specific projects could be considered. Specific project proposals would require separate, subsequent environmental evaluations.

### DESCRIPTION OF THE PROPOSED AMENDMENTS TO THE COMPREHENSIVE PLAN

The five proposed amendments to NEWP of the Comprehensive Plan are recommended in FWAP. FWAP responds to the intent of all other objectives and policies of NEWP. The Comprehensive Plan amendments would provide a framework to ensure the continuance of the fishing industry at the Wharf, encourage a mix of uses for presently underused areas (Pier 45), and provide public improvements for tenants and visitors to the area; these are the three major objectives of FWAP (see Appendix A, p. 62). The proposed Comprehensive Plan amendments are discussed below.

#### Fish Handling

FWAP proposes a change from fish processing to fish handling activities because land costs, competition and environmental impacts of fish processing (canning, curing, fish meal and fertilizers) have caused a decline in these activities in the Fisherman's Wharf vicinity. Fish handling (off-loading, icing, cold storage and wholesaling) by contrast, would be compatible with the local setting, and when managed according to modern standards could be relatively free of environmental effects (odors, substantial waste generation, etc.). As NEWP encourages the retention and expansion of fish processing facilities, Objective 1, Policy 1 in the Fisherman's Wharf Subarea Plan of NEWP would be revised as follows:

(proposed deletions are lined out; proposed additions to the language are underlined)

"Encourage the retention and expansion of the commercial fishing and processing fish handling industry and businesses which provide services to

the fishing fleet through construction of a new breakwater in the general area of the Hyde Street Pier, ~~and conversion of Pier 45, to the extent feasible, to fish processing and related uses.~~"

FWAP policy would require a change in the NEWP language regarding Fish Alley where the commercial fishing industry and businesses provide services to the fishing fleet. FWAP recognizes the need to have continued truck access to these establishments. Thus, an amendment to Objective 4, Policy 3 in the Fisherman's Wharf Subarea Plan of NEWP would be required as follows:

"Develop public open space areas in Fisherman's Wharf to provide a relief from the intense level of activity. Develop a major plaza at the foot of Taylor Street between Jefferson Street and the water's edge that would focus pedestrian and transit movement at the center of Fisherman's Wharf. Develop a major waterfront park along the bulkhead in the Pier 41 to 37 area. Develop an urban park at the foot of Columbus Avenue, bounded by Leavenworth and Beach Streets, that would provide a visual and functional termination of Columbus Avenue. Create a plaza in Fish Alley adjacent to Leavenworth Street north of Jefferson Street as part of an open fish market. Allow truck access to the plaza in Fish Alley."

### Pier 45

A major element proposed in FWAP is a change in designated use of Pier 45. This change would necessitate two of the five proposed Comprehensive Plan amendments. FWAP proposes a predominantly residential, mixed-use development which would allow a range of possible land uses: office, resident-serving convenience retail, hotel, screened or underground parking, public assembly, and institutional uses related to maritime activities and the marine environment. This mixed-use concept would be developed to achieve three goals; it would serve: 1) as a first step towards modifying the image of Fisherman's Wharf as a predominately tourist area; 2) as a means to even out the seasonal use peaks associated with tourism; and, 3) as a means of providing improved Bay access and views for residents and visitors. The Port would require that any development of Pier 45 involve maximum feasible public access as stipulated by the Bay Conservation and Development Commission

## II. Description of Amendments

(BCDC). Guidelines in FWAP include provisions that 1) would limit development to the existing height and bulk restrictions; 2) establish design criteria; and 3) prohibit any view blockage greater than that created by the existing structures on Pier 45.

To allow mixed use development of Pier 45 with uses currently prohibited by NEWP would require an amendment to the language of Objective 1, Policy 2 of NEWP, Fisherman's Wharf Subarea Plan as follows:

"Permit only those Bay-oriented commercial recreation and assembly facilities on the Hyde St. Pier, and along Fish Alley ~~and on Pier 45~~ which are incidental to their primary commercial fishing industrial use. Prohibit Permit commercial office (not related to the fishing industry), hotel, and residential, convenience retail, institutional and accessory parking uses on Pier 45. Parking shall be enclosed within a structure."

The current NEWP Maritime and Industrial Element calls for improvement plans to be adopted for piers no longer needed for maritime use. Since FWAP proposes an alternative to maritime activities on Pier 45, the Maritime and Industrial Element of NEWP, Objective 1, Policy 2 would be revised as follows:

"Continue maritime activities on ~~Pier 45~~, Piers 35 through 9, Piers 26 through 38 and Pier 46B for as long as practical. When and if it is determined that those piers are not needed for maritime use, improvement plans should be adopted for each area and appropriate amendments made to this plan."

The Port would make development of Pier 45 contingent upon development of a Hyde St. Pier extension to ensure that 1) fish processing facilities on Pier 45 would not have to relocate away from Fisherman's Wharf; and 2) a breakwater, presently called for under NEWP, would be constructed.

The Hyde St. Pier would be extended bayward approximately 720 ft. from existing pier fill and would be about 150 ft. wide. This site is the location of a previous pier which was removed in segments over a long period of time due to its dilapidated condition. The pier would be used for fish handling

activities, but not for fish processing. FWAP would permit off loading of fish from commercial vessels, cold storage, a wholesale fish auction hall, boat mooring and fueling, lockers and restroom facilities for fishermen, and other fish handling activities in conjunction with public access for the Hyde St. Pier extension. Twenty additional commercial boat berths would be provided with the capability of accommodating up to 50 boats through double berthing during the peak fishing season. The Hyde St. Pier extension is proposed to maintain and enhance the commercial fish handling industry by providing improved physical facilities. Hyde St. Pier was selected for development of new fishing facilities because of its direct access to existing fish handling and distribution activities presently centered in Fish Alley.

The pier would also function as a breakwater through placement of pilings to create a baffling effect on waves. The Army Corps of Engineers has studied the area as a location for a breakwater/5/ and BCDC plans call for a breakwater in the immediate area although BCDC does not specifically designate an extension of the Hyde St. Pier as the proposed site for the breakwater./1/

Extension of the Hyde St. Pier under FWAP would conform with Objective 1, Policies 1 and 2 in the general statements of NEWP. By providing public access to the pier, the extension would also conform with Objective 2, Policy 1 of NEWP, and BCDC's policies for enhancing public access to the Bay.

#### Parking and Circulation

The rationale for the land uses that are proposed under FWAP is to discourage further commercial-tourist development of the Wharf area, and encourage a balance of uses. Although some new uses would result in automobile traffic and parking demand, FWAP proposes functional and design standards to address the demands created. Changes to Objective 3, Policy 2 of the Fisherman's Wharf Subarea Plan of NEWP are proposed as follows:

"Minimize the intensity of automobile activity and discourage or prohibit commercial-tourist uses which rely heavily on the automobile for their success, ~~generate automobile traffic, and require large amounts of additional parking.~~ Strictly control additional parking facilities and

locate them as far inland as possible to intercept traffic before reaching the water's edge and areas of intense pedestrian activity. Discourage vehicular access to parking facilities from Jefferson Street."

FWAP is in basic agreement with the overall NEWP objectives to limit automobile traffic in the Fisherman's Wharf area but recognizes that any development of Pier 45 would generate traffic and increase parking demand.

Other elements of FWAP are consistent with the above NEWP policy, such as the provision of an open fish market at Fish Alley and the prohibition of commercial-tourist facilities in that area.

#### Summary of Policies in FWAP Which are Consistent with the Comprehensive Plan

FWAP contains several policies and objectives which are consistent with the existing NEWP. Therefore, these policies are not considered to be part of the actions discussed here, i.e. amendments to the Comprehensive Plan. These policies include extension of the Hyde St. Pier, preservation of the commercial fishing industry at Fisherman's Wharf, and creation of guidelines to preserve and improve public access, views and visual quality of the area. These policies are not included in the proposed amendments and will not be given further discussion with respect to their environmental consequences in this Environmental Impact Report.

#### Approvals Required to Amend the Comprehensive Plan

Amendments to the Comprehensive Plan require adoption by motion of the City Planning Commission (CPC). If the amendments are approved by the CPC, the Port Commission would then adopt FWAP and begin implementation of its policies and objectives.

#### NOTES - Description of the Proposed Amendments to the Comprehensive Plan

/1/ San Francisco Bay Conservation and Development Commission, Special Area Plan No. 1, San Francisco Waterfront, December 1974.

## II. Description of Amendments

/2/ San Francisco Department of City Planning, EE76.441 Final Environmental Impact Report, Plan for the San Francisco Waterfront, certified January 19, 1977.

/3/ San Francisco Department of City Planning, Final Environmental Impact Report for A Proposal for Citizen Review of the Plan for the Northeastern Waterfront, EE76.441 December 3, 1976; and the Administrative Amendment to the Final EIR EE76.441 for The Plan for the Northeastern Waterfront, January 2, 1980.

/4/ Golden Gate National Recreation Area, General Management Plan Environmental Analysis, Golden Gate Point Reyes, 1979.

/5/ U.S. Army Corps of Engineers, Environmental Statement Fisherman's Wharf Area, San Francisco Harbor, California (Breakwater Study for Light Draft Navigation), February 1981.

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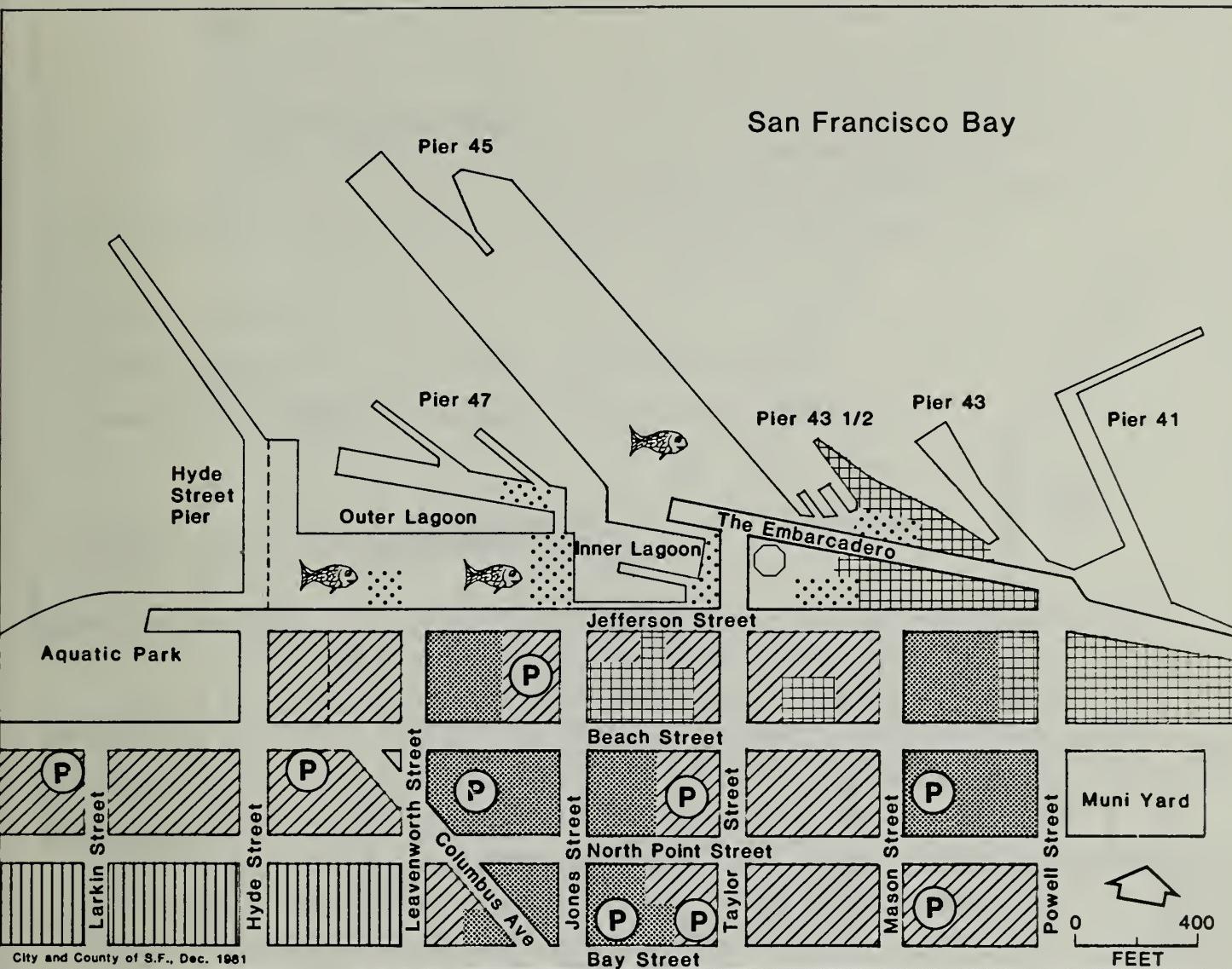
### III. ENVIRONMENTAL SETTING

#### A. LAND USE AND ZONING

Fish handling and fish-related support services, restaurants and commercial retail (tourist-related) businesses are the predominant uses in the area studied in the Fisherman's Wharf Action Plan (FWAP) (see Figure 4, p. 17). Pier 45 contains various fishing businesses and vacant buildings; the pier has fallen into disuse with the decline of the commercial fishing industry at Fisherman's Wharf. Some areas of the pier are under lease to private users for parking, storage and fish-related activities.

Objectives and policies for development of the Fisherman's Wharf area are outlined in the Northeastern Waterfront Plan (NEWP), a part of the Comprehensive Plan. NEWP objectives encourage maintenance of the maritime character of the area. Objective 1, Policy 1 of NEWP encourages the conversion of Pier 45 to fish processing and related uses. Objective 1, Policy 2 of the Fisherman's Wharf Subarea Plan of NEWP specifically prohibits "commercial office (not related to the fishing industry), hotel and residential uses on Pier 45" to enhance the area as a center for the commercial fishing industry.

Pier 45 is located in the C-2 (Community Business) Zoning District (see Figure 5, p. 18). Permitted uses in the C-2 District include businesses providing convenience goods and services to residential areas, and businesses providing goods and services of a more specialized nature for the city-wide or regional area. Pier 45 is also in the Northern Waterfront Special Use District No. 3 where principal uses "shall be water-related industrial and commercial activities; all uses that do not relate directly to the conduct of water-borne commerce or navigation shall be permitted only upon approval by the City Planning Commission as a conditional use."/1/

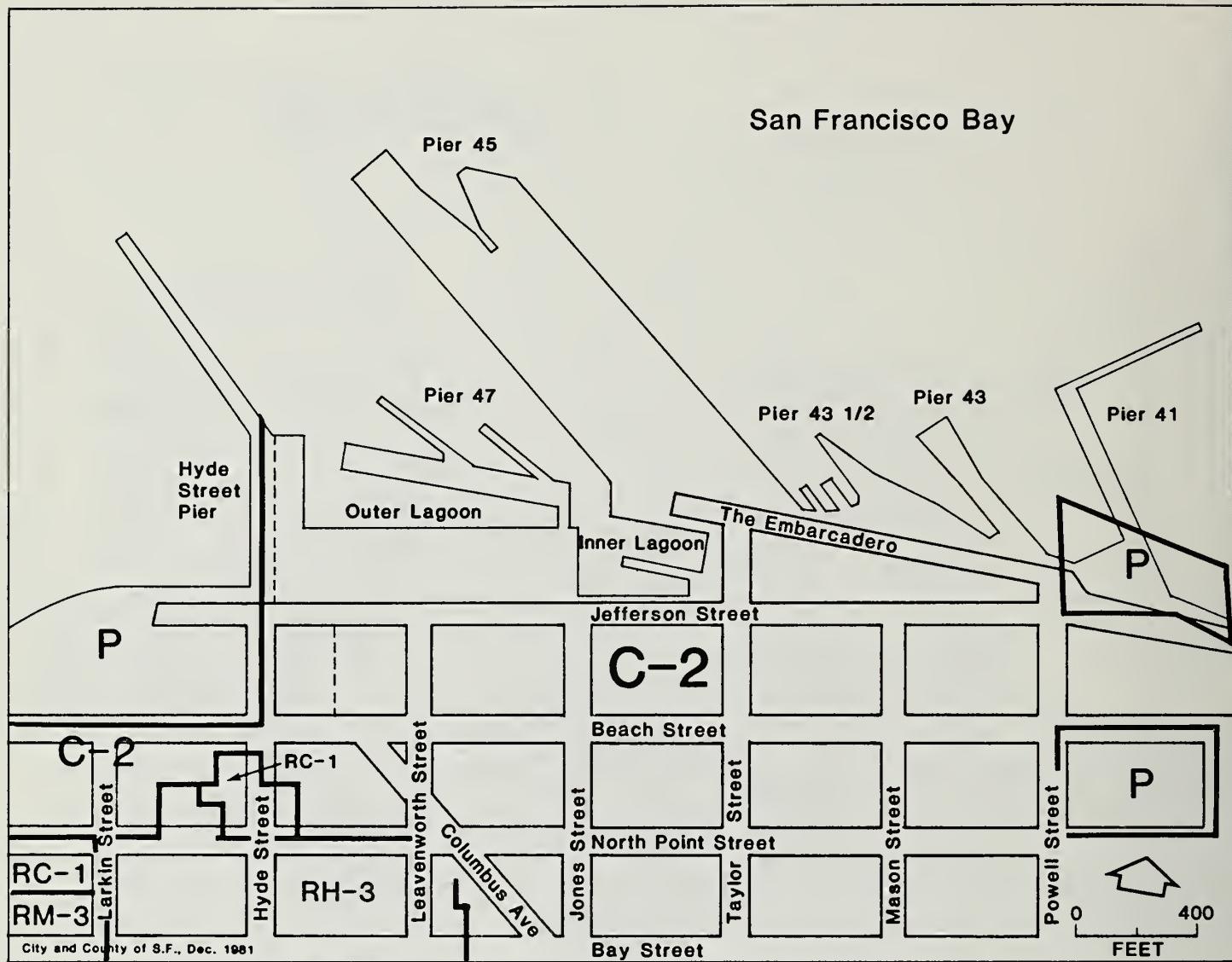


## LEGEND

- |  |   |  |   |
|--|---|--|---|
|  | Restaurant near Project Area                              |  | Public Parking (Garage/Lot)                 |
|  | Commercial (Restaurant/Retail/<br>Office/Service Station) |  | Public Parking (Associated with Other Uses) |
|  | Hotel   |  | Fish-Related Commercial                     |
|  | Residential with Ground Floor Retail                      |  | Visitors' Pavilion /Restrooms               |

FIGURE 4: Land Use in the Fisherman's Wharf Vicinity

SOURCE: Environmental Science Associates, Inc.



### LEGEND

- P      Public Use Districts
- RH-3    Residential, House Districts, Three-Family
- RM-3    Residential, Mixed Districts, Medium Density
- RC-1    Residential-Commerical Combined Districts, Low Density
- C-2    Community Business Districts

ZONING DATA: S.F. Planning Code  
SOURCE: Environmental Science Associates, Inc.

**FIGURE 5:**  
**Planning Code**  
**Use Districts in the**  
**Fisherman's Wharf**  
**Vicinity**

In the C-2 District, the maximum permitted Floor Area Ratio (FAR) is 3.6:1 (that is, a building may have a floor area up to 3.6 times the area of the site). Pier 45 is located in a 40-X Height and Bulk District; maximum permitted building height is 40 feet and no bulk limits apply./2/

#### NOTES - Land Use and Zoning

/1/ Section 240.3, San Francisco City Planning Code.

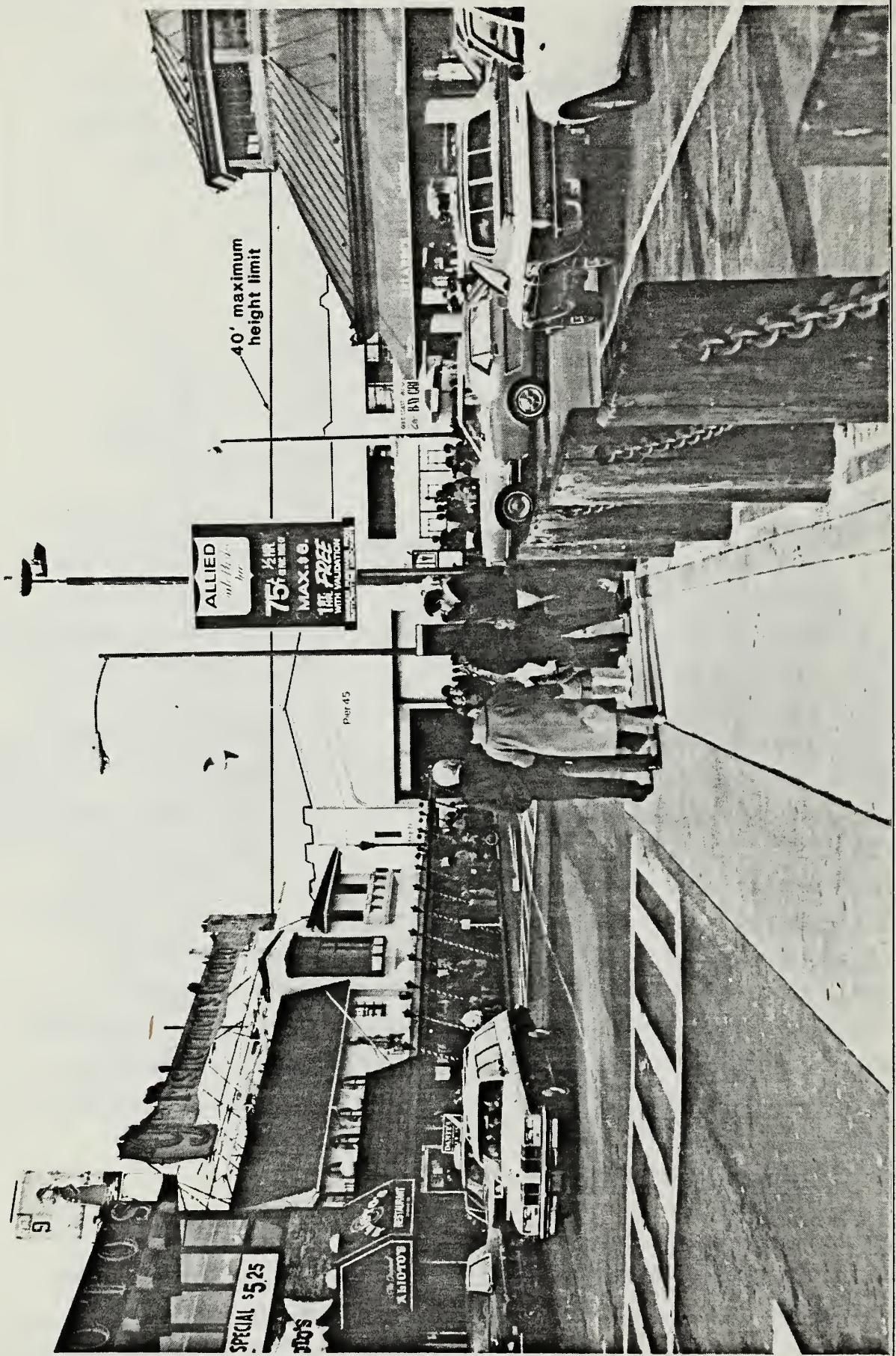
/2/ Section 260(a)3, San Francisco City Planning Code.

#### B. URBAN DESIGN AND VISUAL ASPECTS

The Fisherman's Wharf area provides a variety of views and objects of visual interest. These may be subdivided into three types: long-range views of the Bay and surrounding natural and man-made features, including the Golden Gate Bridge, Alcatraz Island and the Marin County coast; mid-range views of harbor activities, vistas along street corridors, and open spaces; and short-range views of pedestrian activities, retail shops, street vendors or specific objects of interest such as boats at dock or crab kettles. The most common Fisherman's Wharf street level views along Jefferson St. between Taylor and Jones Sts., are focused on close-range fishing activity in the inner lagoon.

Moving east to west along The Embarcadero and Jefferson St., Bay views open and close depending on foreground structures and distance from the water's edge. Except for the north sidewalk on Jefferson St. between Taylor and Jones Sts., most pedestrian areas are not along the water's edge (see Figure 6, p. 20). As a result, few long-range view points exist. Pedestrians who walk out to the ends of piers, such as Pier 43 1/2 or 47 can view open water areas and distant points. Areas are available between Taylor and Hyde Sts. where visitors can view fishing-related activities or other scenes typical of ocean-side activities.

Most existing structures on Pier 45 are 35 feet tall and are continuous building masses parallel with the Pier edges; 25-foot-tall warehouses occupy the northernmost 500 feet of Pier 45. Bulkhead walls on the landward end,



• FIGURE 6: Entrance to Pier 45 Looking North from Jefferson / Taylor Intersection

SOURCE: Environmental Science Associates, Inc.

facing The Embarcadero, are 40 feet tall. The warehouse and chain-link fence facade along The Embarcadero does not encourage visitors to walk out onto the pier. Walkways along the east and west sides of the pier provide unobstructed views of the Bay.

The Fisherman's Wharf vicinity has low-scale structures (one to three stories, 10 to 40 feet) with older buildings that have been rehabilitated or converted to serve tourist-related businesses. Buildings are built out to the property lines to establish a continuous streetscape. Structures on piers tend to be utilitarian in nature; exceptions include Pier 39 development and Scoma's on Pier 47. The pedestrian environment contains an assortment of food and souvenir stands which create a lively, participatory setting. The area is cluttered with an assortment of signs, many of which are large scale and partially obstruct pedestrian views of the water and fishing activity. Trash receptacles and minimal landscaping is located along most sidewalk areas.

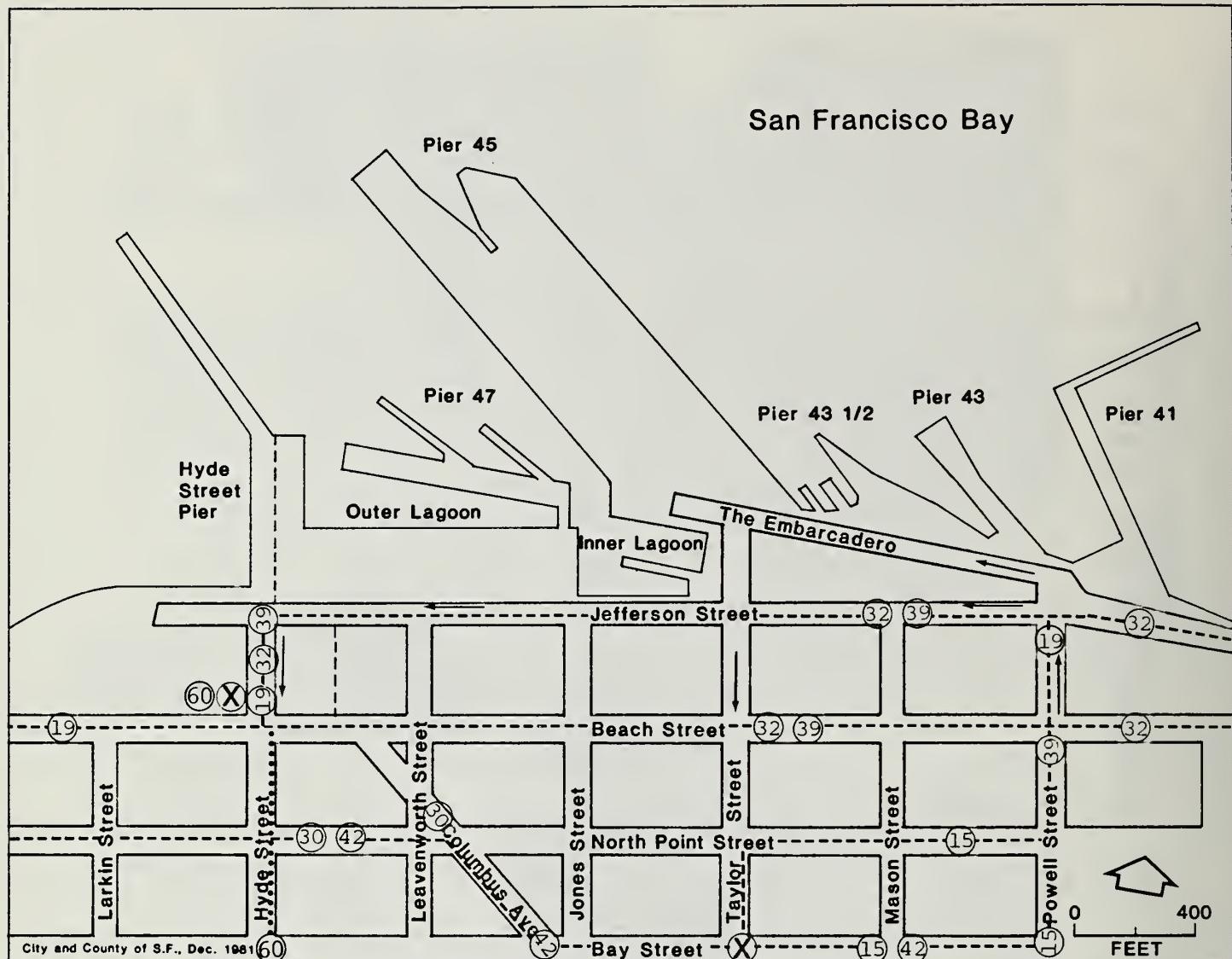
#### C. TRANSPORTATION, CIRCULATION AND PARKING

##### Street System

In the Fisherman's Wharf area, The Embarcadero, Bay St., North Point St., Van Ness Ave. and Columbus Ave. are designated by the City as Major Thoroughfares "whose primary function is to link districts within the City and to distribute traffic from and to the freeways."/1/ The street system in the vicinity of Fisherman's Wharf is shown in Figure 7, p. 22.

##### Transit Service

The San Francisco Municipal Railway (Muni) provides local transit service to the Fisherman's Wharf area. Figure 7, p. 22 shows Muni routes including cable car lines that serve the Fisherman's Wharf area. Regional transit service from the North Bay is provided by Golden Gate Transit. Several stops are located in the Fisherman's Wharf area, but Golden Gate is a commuter line and does not provide service for local (inside San Francisco) trips. Travelers to and from the East Bay using AC Transit and Bay Area Rapid Transit (BART), or



#### LEGEND

- ← One-Way Traffic
- See Figure 9 for Pier 45 access.
- Muni Routes
- ..... Cable Car Route
- (X) Cable Car Turnaround

**FIGURE 7:**  
Existing Traffic Circulation  
and Muni Routes

SOURCE: Environmental Science Associates, Inc.

the southern Peninsula using BART, SamTrans or Southern Pacific/Caltrans Train, take Muni from downtown transit terminals to Fisherman's Wharf.

In 1981, passenger loads for six of the seven Muni bus lines did not exceed seated capacity (data are not available for the No. 39 bus; the Department of City Planning estimates that the average load is less than seated capacity). Recommended maximum capacity for Muni motor coaches is 1.5 times seated capacity. Prior to interruption of service for a system overhaul, the two cable car lines had average passenger loads in excess of two times seated capacity, indicating overcrowded conditions. Recommended maximum capacity for cable cars is 2.2 times seated capacity./2/

The Muni Five-Year Plan (1982-87) calls for the No. 32 bus line to be replaced by the E - Embarcadero streetcar line. The E-line would run from the Southern Pacific (Caltrans) Depot to the Ferry Building and along The Embarcadero. In the Fisherman's Wharf area, it would run one-way westbound on Jefferson St. to Fort Mason and one-way eastbound on Beach St. The Belt Line Railroad track already exists along most of this route. Muni views this plan as a better means of linking Fisherman's Wharf with the Downtown and as a way of relieving some of the overcrowding on the cable car lines./2/ Muni routes Nos. 42, 15 and 39, as well as the two cable car lines, routes 59 and 60, would continue to serve the area.

#### Traffic

Fisherman's Wharf is an area which generally has acceptable traffic flow conditions during the non-summer weekdays and congested conditions on weekends. Congested weekend traffic flow results from the large influx of visitor-automobiles to the area. Certain streets and intersections are very congested.

Weekend traffic flows on streets in the Fisherman's Wharf area are typically 50% higher than weekday traffic flows during the PM peak hour./3/ The heaviest peak-hour traffic flows on Jefferson St. typically occur between 2:00 p.m. and 4:00 p.m. on Saturday afternoons./4/ The current critical congestion point on Jefferson St. is at the Taylor St. intersection. Weekend

### III. Environmental Setting

automobile traffic backs up on Jefferson St. due to heavy pedestrian flows in crosswalks. The intersection operates at Level of Service (LOS) C during the weekday p.m. peak-hour and LOS F during the weekend peak-hour (see Appendix B, p. 65 for Level of Service definitions). The intersection of Jefferson and Powell Sts. is also congested on weekends because of heavy pedestrian flows and because traffic queueing to enter the Pier 39 garage makes it difficult for traffic to move through the intersection. During weekend peak-hours the intersection of Jefferson and Mason Sts. operates under congested conditions and approaches a LOS of D.

Two other major congestion points in the Wharf area are the intersection of Beach and Hyde Sts. and the intersection of Bay and Columbus Sts. The intersection of Beach and Hyde Sts. operates at LOS B during the weekday p.m. peak-hour and at LOS E during the weekend peak-hour. Weekend congestion results from heavy pedestrian flows, cable car operations, poorly located bus stops, and striping of the street which tends to confuse drivers./3/ During the weekday p.m. peak-hour, the intersection of Bay and Columbus Sts. operates at LOS D. In contrast to the above intersections, traffic flow is reduced on weekends and the intersection has LOS B during weekend peak hours.

The Embarcadero, in the vicinity of Fisherman's Wharf, operates under somewhat congested traffic conditions on the weekends; traffic in the garage entry lane for Pier 39 garage sometimes backs up two blocks. The intersection of The Embarcadero and Powell St. operates at LOS D on weekend peak-hours and at LOS A on weekday peak-hours. Weekend congestion is the result of vehicles entering or exiting the Pier 39 garage, queues on Jefferson St., and heavy pedestrian use.

#### Service Vehicles

Peak truck deliveries generally occur in the mid-morning and mid-afternoon hours during the week and, thus, do not generally affect traffic congestion during the weekend peak-hours. During the weekdays, double-parked trucks, including those making deliveries to restaurants and commercial enterprises, frequently constrict traffic flow on Jefferson St. Trucks making pick-ups and deliveries to Fish Alley fish processing and handling businesses also commonly

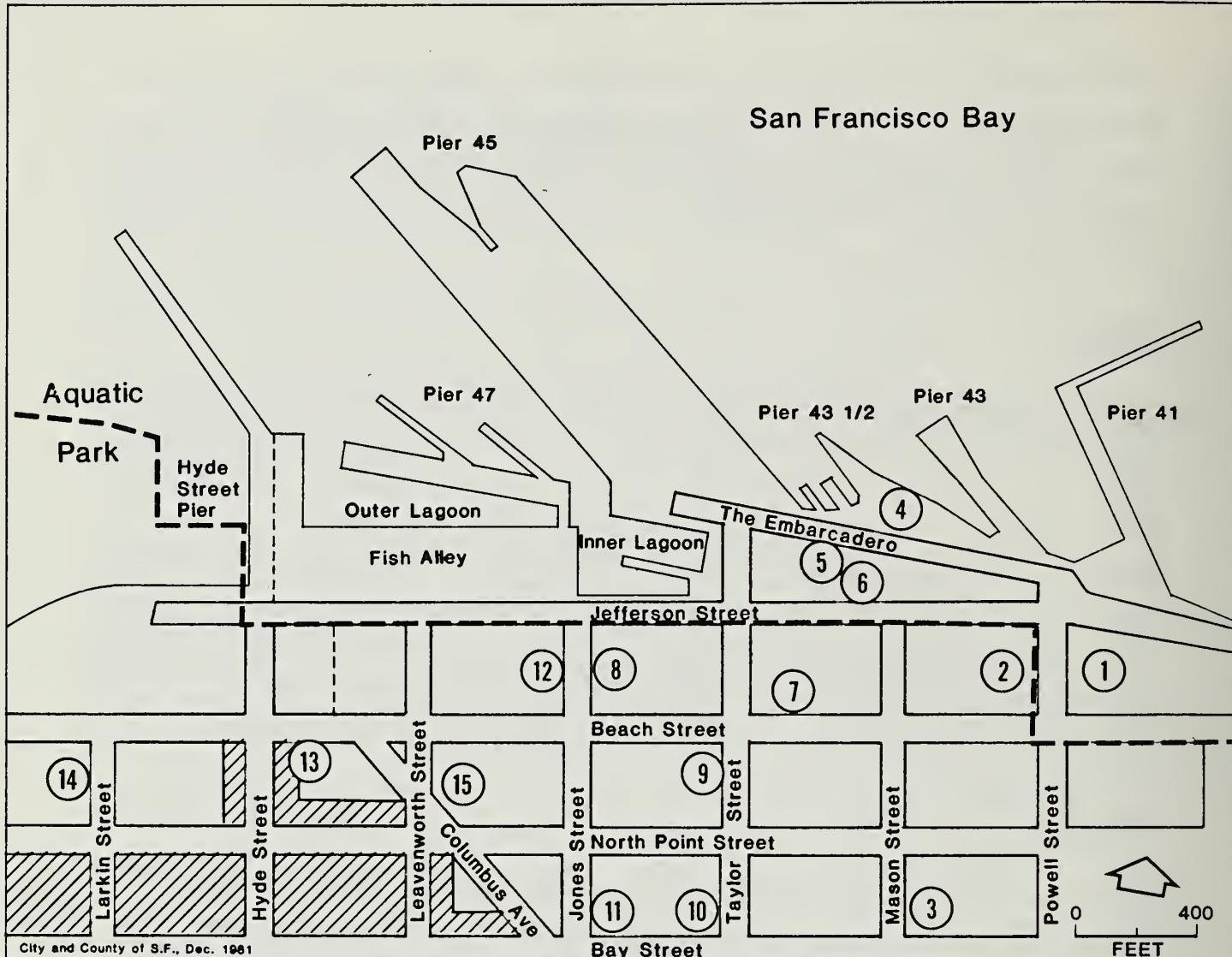
block Fish Alley and double-park on Jefferson St. between Jones and Hyde Sts. January and February is herring season which is the heaviest season of the year. Other heavy periods are April-May (salmon), July-August (albacore) and November (crab).<sup>/3/</sup> The albacore run in July-August would coincide with the peak tourist season.

#### Parking

- There are approximately 3,900 public off-street parking spaces in the general area around Fisherman's Wharf (see Figure 8, p. 26). During a summer weekend afternoon, almost all on-street and off-street parking spaces in the area are fully occupied. On a weekend afternoon, over 90% of the parking spaces are occupied at any given moment. Much of the traffic on the streets during these times are vehicles with occupants searching for on-street parking.<sup>/3/</sup> Queues form at the entrances of some garages, especially the Pier 39 garage. Demand for parking on weekdays in the Fisherman's Wharf area is less than on weekends. Garages in the area usually have space available on weekdays.

#### Pedestrian Circulation

Beach and Jefferson Sts. are designated as "Recreational Streets" in the Transportation Element of the Comprehensive Plan; "Recreational Streets" give priority to pedestrian and bicycle use over vehicular traffic.<sup>/1/</sup> Heavy pedestrian use areas are located along The Embarcadero, Jefferson, Hyde, Taylor, and Beach Sts. between Pier 39 and Ghirardelli Square. Congested sidewalks are located on the north side of Jefferson St. between Taylor and Jones Sts., where the movement of pedestrians is constricted by trees, street furniture and street merchants. Other congested flow areas are the intersections of Jefferson and Taylor Sts., at Jefferson and Powell Sts., and at Hyde and Beach Sts. At these intersections during peak hours in summer, heavy pedestrian flows reduce vehicular capacity by slow clearing of the intersections, thereby reducing the time for vehicles to make right and left turns in one signal cycle. This causes queueing of vehicles on Jefferson, Hyde and Beach Sts.



### LEGEND



Residential Parking Permit "A" Area

— — — Port Jurisdiction

<u>Lot / Garage</u>	<u>No. of Spaces</u>
1. Pier 39 Garage	942
2. Travelodge Lot	200
3. Northpoint Mall	260
4. Franciscan Lot	225
5. Seawall Lots 300 & 301	245
6. Boudin Lot	45
7. 350 Beach Garage	280
8. DiMaggios Lot	186
9. Nunzios Lot	66
10. Shell Lot	24
11. Ramada Inn Garage	123
12. Wharfpark Garage	641
13. Wine Museum	129
14. Ghirardelli Garage	300
15. Holiday Inn	235

● FIGURE 8: Locations and Number of Spaces of Public Off-Street Parking Facilities

SOURCE: DKS/ROMA, January, 1982

At the critical intersection of Jefferson and Taylor Sts., peak-hour pedestrian flows on a Saturday afternoon (October 31, 1981; this was Fleet Week and traffic conditions approximated that typical of summer) were over 4,600 people (1,970 crossing Taylor St. and 2,640 crossing Jefferson St.).<sup>/3/</sup> There are numerous occurrences of jay-walking in the area. At the intersection of The Embarcadero and Powell St., pedestrians have a tendency to cross the intersection to the island and bus stop; but no sidewalks are provided on the southside of The Embarcadero along the seawall lots. Thus, pedestrians tend to walk along the curb or in the street, creating a hazard for themselves and motorists.

There are no designated bicycle paths in the Fisherman's Wharf area. Bicyclists commonly ride along the sidewalk on the north side of The Embarcadero, but must ride in the street with automobile and truck traffic on Jefferson St. between Taylor and Hyde Sts. Because of narrow lane widths and lack of shoulders on The Embarcadero and Jefferson St., bicycle hazards are a problem.

#### NOTES - Transportation, Circulation and Parking

<sup>/1/</sup> City and County of San Francisco, Department of City Planning, The Transportation Element of the Comprehensive Plan, April 27, 1972, pages 19, 23.

<sup>/2/</sup> San Francisco Municipal Railway, Five-Year Plan (1982-1987), August 1, 1982.

<sup>/3/</sup> DKS Associates, Fisherman's Wharf Action Plan Transportation Impact Analysis, January 1982, prepared for ROMA, Architects, San Francisco, DKS Job No. P81072-0.

<sup>/4/</sup> City of San Francisco, Department of Public Works, Traffic Counts February 15 to 19, 1979.

#### D. AIR QUALITY

The nine-county San Francisco Bay air basin is designated by the California Air Resources Board (CARB) as a nonattainment area for ozone (photochemical oxidant) and carbon monoxide (CO). Nonattainment means that the Federal ambient air quality standards for these pollutants have been exceeded within the past two to three years. As required by the Federal Clean Air Act

Amendments of 1977, a regional Air Quality Plan/1/ has been adopted which establishes control strategies (stationary and mobile source emission controls and transportation improvements) to attain the standards for these pollutants by 1987. The Bay Area Air Quality Management District (BAAQMD), Metropolitan Transportation Commission (MTC), and CARB have primary responsibility for implementation of these strategies.

Ozone is not directly emitted but is a secondary pollutant formed in the atmosphere by a complex series of photochemical reactions involving emitted hydrocarbons (HC) and nitrogen oxides (NO<sub>x</sub>). In a stable atmosphere, where mixing and diffusion are at a minimum, and with strong sunlight, the chemical reactions which generate ozone take about one to three hours. Ozone air pollution is thus a regional phenomenon because the precursor pollutants are carried downwind during the reaction time. In contrast, CO concentrations reflect local emission sources; concentrations are highest at the source and decrease as the pollutants are dispersed by wind.

San Francisco's air quality, in general, is the least degraded of all the developed portions of the Bay Area. Because of the prevailing westerly and northwesterly winds, San Francisco is more a generator of its own air quality problems (especially CO) and a contributor to those in other parts of the Bay Area (especially ozone), than a recipient of pollutants from elsewhere.

The BAAQMD now operates an air quality monitoring station approximately four miles to the south of the site at 900 23rd St.; prior to 1980, the monitoring station was located at 939 Ellis St. A three-year summary of the data collected at the stations and the corresponding ambient air quality standards are shown in Appendix C, p. 66. These data show occasional excesses of the most stringent ozone, CO, total suspended particulates (TSP), and nitrogen oxides (NO<sub>x</sub>) standards.

Highest annual pollutant concentrations in San Francisco, while exhibiting fluctuations due to variations in meteorology, have shown an overall improvement during the 1971-1980 period. No similar trend in the annual number of standard excesses is evident; however, such excesses are infrequent (occurring once or twice per year).

Motor vehicles are the largest source of CO, HC, and NO<sub>x</sub> in San Francisco, while paved street travel and power plant fuel combustion are the largest sources of TSP and sulfur oxides (SO<sub>x</sub>), respectively./2/

Because the project area is located along the waterfront, it is characterized by good dispersion meteorology. The site is open on the north to water and is subject to Bay breezes. The project site would likely have better ambient air quality than that indicated by the statistics in Appendix C, p. 66.

#### NOTES - Air Quality

/1/ Association of Bay Area Governments (ABAG), BAAQMD, and Metropolitan Transportation Commission, January 1979, 1979 Bay Area Air Quality Plan, San Francisco Bay Area Environmental Management Plan.

/2/ California Air Resources Board (CARB), 1979, Emission Inventory 1976.

#### E. NOISE

The Environmental Protection Element of the San Francisco Comprehensive Plan indicates an ambient noise environment for the Fisherman's Wharf area of 60 dBA L<sub>dn</sub>./1,2/ Two thoroughfares entering the Wharf area, The Embarcadero and Hyde St., are indicated to have noise levels of 70 dBA L<sub>dn</sub>. In addition to traffic noise which usually predominates in San Francisco, noise associated with tourist-related activities, such as large numbers of pedestrians and sidewalk vendors, are also characteristic of the Fisherman's Wharf area.

#### NOTES - Noise

/1/ dBA is the measure of sound in units of decibels (dB), corrected for the variation in frequency response of the typical human ear at commonly encountered noise levels.

/2/ L<sub>dn</sub>, the day-night average noise level, is a noise measurement based on human reaction to cumulative noise exposure over a 24-hour period, taking into account the greater annoyance of nighttime noises (noise between 10 p.m. and 7 a.m. is weighted 10 dBA higher than daytime noise).

## IV. ENVIRONMENTAL IMPACT

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The Initial Study for the proposed Comprehensive Plan amendments, which was published on July 9, 1982, identified environmental effects of the amendments which would be either insignificant or would be addressed in subsequent environmental review when specific developments are proposed (see Appendix E, p. 77). Potentially significant adverse environmental effects would be assessed in project-specific environmental review when developments are proposed. These would include utilities and public services, biology, land/geology/seismicity, water, energy, hazards, and cultural resources; they are not discussed further in this EIR.

The FWAP consultant team and Civic and Technical Advisory Committees recommended a mixed use, predominantly residential development for Pier 45. This recommendation resulted from a 12-month planning process which involved public hearings and participation by the City, Port, BCDC, development community, local commercial and fishing interests, and general public (see Section IX. Distribution List, p. 56 for a list of Civic and Advisory Committee members). The study concluded that additional tourist-oriented retail uses and general office uses should be restricted in developing Pier 45, and that residential, hotel, institutional and recreation uses should be encouraged. The consultant, ROMA Architects, determined the maximum buildout of Pier 45 assuming the land use mix recommended by FWAP, maximum feasible public access, and structures within the 40-foot height limit. This maximum buildout could include 550 condominium units, a 250-room hotel, 50,000 gross sq. ft. for office space, 60,000 gross sq. ft. for institutional use (e.g. fishing academy, aquarium), and 10,000 gross sq. ft. of resident-serving retail space.

### A. LAND USE AND ZONING

Land use recommendations in FWAP which affect Pier 45 would require amendments to the Northeastern Waterfront Plan (NEWP), a part of the Comprehensive Plan. The mixed use proposal would introduce residential, hotel, parking, office,

convenience retail, institutional, and public access uses to Pier 45. Land uses in the surrounding area include primarily hotel, parking, retail, and public access. There is some office use on upper floors of the buildings south of Jefferson St. (see Figure 4, p. 17). The nearest residential use to Pier 45 is west of Leavenworth St. and south of North Point St. in an area designated as an RH-3 (House, Three-Family) district.

Introducing residential uses on Pier 45 would represent a new location for housing. This would generate a need for convenience retail to serve the residents; 10,000 gross sq. ft. is proposed in this scenario. The other proposed uses (hotel, office and institutional) are similar to existing uses in the Fisherman's Wharf area.

Development of additional housing in the waterfront area is one of the overall goals in NEWP./1/ Pier 45 is presently designated in the Comprehensive Plan for use as fish handling and processing. Objective 1, Policy 2 of the Fisherman's Wharf Subarea of NEWP prohibits "commercial office (not related to the fishing industry), hotel and residential uses of Pier 45." Proposed Comprehensive Plan amendments in FWAP would allow any or all of these prescribed uses. NEWP goals to develop more housing would remain unchanged.

In BCDC's San Francisco Bay Plan, the policy which addresses housing states that "wherever waterfront areas are used for housing, . . . whenever feasible, high-densities should be encouraged to provide the advantages of waterfront housing to larger numbers of people."/2/ The policies of the San Francisco Bay Plan which address public access include one policy applicable to this site; it states "Maximum efforts should be made to provide, enhance, or preserve views of the Bay from public areas."/3/ BCDC's Special Area Plan 1 recommends "walkable public open space, residential development and neighborhood commercial" as preferred uses on Pier 45; these uses include hotel, office space, and general retail commercial./4/

The proposed Comprehensive Plan amendments would not conflict with policies in the San Francisco Bay Plan and the Special Area Plan No. 1. Appendix D, p. 68 discusses FWAP's conformance with adopted plans and policies of the City and BCDC in detail.

Proposed development guidelines would allow the maximum height of 40 feet as permitted in the 40-X Height and Bulk District. Open space required for residential uses would be evaluated when project-specific plans are proposed.

NOTES - Land Use and Zoning

/1/ Northeastern Waterfront Plan, Residential Land Use, p. 13.

/2/ San Francisco Bay Plan, San Francisco Bay Conservation and Development Commission, January, 1969; amended 1979. p. 28.

/3/ Ibid, p. 29.

/4/ BCDC Special Area Plan No. 1: San Francisco Waterfront was prepared in 1974 to serve as a guide to permissible fill, dredging, or change in use in any area along the San Francisco waterfront. This Plan applies to specific policies relevant to the area in greater detail than BCDC's San Francisco Bay Plan. The Special Area Plan No. 1 is an amendment to the Bay Plan, not a substitute (see Appendix D, p. 68).

B. URBAN DESIGN AND VISUAL ASPECTS

The proposed Comprehensive Plan amendments could result in the replacement of the warehouses on Pier 45 with a mixed-use development built to the same general dimensions, and subject to provisions of the City Planning Code. No changes to the 40-X Height and Bulk District of the area are proposed. Bulkhead walls on the landward end, facing The Embarcadero, are 40 feet tall; all new development on Pier 45 could be a maximum of 40 feet in height.

The Port and the City would evaluate proposals for the specific design of development on Pier 45 for conformance with design guidelines recommended in FWAP. These design guidelines, themselves not a part of the proposed Comprehensive Plan amendments, recommend a 25-foot height limit on the southwestern side of Pier 45 (the side closest to the City) stepping back to 40 feet on the northeastern side. Existing warehouses on the northern 500 feet of Pier 45 are 25 feet high; maintenance of this 25-foot height is recommended for this part of the pier in the design guidelines. The guidelines encourage designs that minimize Bay-view blockage and provide view corridors between structures.

Development allowable under the proposed Comprehensive Plan amendments could take various forms. In accordance with BCDC requirements, public access would be provided across the pier, along its perimeter, and extended to an institutional public facility at the end of the pier. The San Francisco Bay Plan policies addressing scenic views state "Maximum efforts should be made to provide, enhance, or preserve views of the Bay from public areas."/1/ Uninterrupted long-range views toward the East Bay, Angel Island, Alcatraz, Tiburon, the Marin County coastline, and the Golden Gate Bridge would be available from walkways around the perimeter of the pier. This complies with the Bay Plan policy. Long, parallel rows of warehouses would be replaced with individual structures; this could provide new view corridors to the Bay and to points inland from Pier 45.

Short-range and mid-range views of Pier 45 from the center of the Fisherman's Wharf area would be more diverse with development providing color, variety and articulation of pedestrian circulation. Existing warehouses are about 35 feet tall and the bulkhead walls (street facade of Pier 45) extend up to the 40-foot height limit. New 40-foot structures on Pier 45 could reduce long-range views of the Bay from the second floor of nearby restaurants along Jefferson and Taylor Sts. adjacent to the inner lagoon and from Telegraph Hill.

When a specific development plan is proposed, environmental review would include visual effects, wind, shading and other urban design aspects.

NOTE - Urban Design and Visual Aspects

/1/ San Francisco Bay Plan, San Francisco Bay Conservation and Development Commission, January, 1969; amended 1979. p. 33.

C. POPULATION, EMPLOYMENT AND HOUSING

Currently, Pier 45 is about 20 percent occupied with maritime-related businesses. The level of activity varies depending on the seasonal fishing industry; existing daytime population on Pier 45 fluctuates between 30 and 100 employees.

FWAP would allow up to 550 residential units on Pier 45. Assuming an average household size of 2.19, this could introduce about 1,200 residents to a site which currently has no residents./1/ The Plan also allows for a maximum of 250 hotel rooms on the Pier. Assuming an average room occupancy of 1.9 persons per room and a 75% average hotel occupancy, this could introduce up to 350 visitors per night to Pier 45.

The hotel use would provide about 150 jobs./2/ About 50,000 gross sq. ft. of office space could be built on the pier, providing full-time employment for about 200 persons at the rate of one worker per 250 sq. ft./3/ The Plan would allow about 10,000 gross sq. ft. of convenience retail space on the pier to serve local customers; at the rate of one worker per 400 sq. ft., this use would generate about 30 employees./3/ Secondary employment and income effects would result through the multiplier effect from expenditures made by residents, hotel guests, and office workers on the Pier. Development would also provide temporary work for construction workers. Projections on secondary employment would be included in environmental review following specific development proposals.

#### Relocation

The extension and new facilities to be provided on Hyde St. Pier would be developed prior to extensive new development on Pier 45. Pier 45 is about 20% occupied with fishing industries at present; existing businesses would be relocated to the new Hyde St. Pier, so no businesses would be displaced from the area of Fisherman's Wharf. The Port is committed to retaining and contributing to the growth of maritime uses in the Fisherman's Wharf area, and would work with current leaseholders at Pier 45 to insure the successful movement of their operations from Pier 45 to the Hyde St. Pier.

#### Fiscal Analysis

Development of Pier 45 as envisioned by FWAP would generate new revenues to the City and County of San Francisco through the hotel tax, business tax, sales tax, property tax, and payroll tax. Increased costs to public transportation systems and public services and utilities would be expected.

These topics would be examined in detail in environmental review following specific development proposals.

NOTES - Population, Employment and Housing

/1/ 1980 U.S. Census, People per Household, City and County of San Francisco.

/2/ Tower No. 2, San Francisco Hilton Hotel, FEIR, EE 79.257, certified January 29, 1981, p. 40-41.

/3/ California Office of Planning and Research, January 1978, Economic Practices Manual, pp. 35-37.

D. TRANSPORTATION, CIRCULATION AND PARKING

The analysis of transportation impact included consideration of projected conditions in 1985 which would occur regardless of whether or not Pier 45 was developed and consideration of that 1985 base case plus the travel generated by development of Pier 45 under the guidelines of the proposed Comprehensive Plan amendments. The analysis of impact was made predominantly by DKS Associates/1/ and is incorporated below. Development of Pier 45 would result in increased levels of use of all existing transportation systems including local streets and the Municipal Railway (Muni).

Trip Generation

Development of Pier 45 under the proposed Comprehensive Plan amendments would generate approximately 9,100 person trip ends per day on weekdays and about 8,300 person trip ends on a Saturday. During the weekday afternoon peak-hour, the uses allowable under the proposed Comprehensive Plan changes (residential, commercial, offices and hotel), would generate about 1,000 person trip ends which would be split among modes of travel as shown in Table 1, p. 36. During the Saturday peak-hour, development of Pier 45 would generate about 700 person trip ends which would be distributed as shown in Table 1.

TABLE 1: MODE SPLIT OF PIER 45 GENERATED TRIPS

	Weekday PM Peak Hour Person Trips			Saturday Peak Hour Person Trips		
	Auto	Transit	Other	Auto	Transit	Other
<u>Pier 45 Development</u>						
Condominium (550 units)	200	200	40	150	110	20
Hotel (250 rooms)	120	80	30	120	80	30
Office (50,000 GSF)	60	90	0	20	20	0
Retail (10,000 GSF)	20	20	70	20	20	120
Fish Academy (60,000 GSF)	30	30	0	10	10	0
TOTAL	430	420	140	320	240	170

SOURCE: DKS Associates, 1982, Fisherman's Wharf Action Plan Transportation Impact Analysis

#### Cumulative Trip Generation

Estimates of travel demand expected to occur in the Fisherman's Wharf vicinity have been included in the 1985 base case. As the project vicinity is separated by topological constraints from downtown, where most new development is proposed to be located, no specific project in the downtown area has been considered in the cumulative analysis. However, transit riders and automobile traffic from the downtown development would be expected to use transit routes and streets in the Fisherman's Wharf area. Estimates of the increase in traffic and transit use in the Fisherman's Wharf area from the cumulative travel demand have been assumed to be equivalent to the increase a one percent per year growth factor applied to existing transporatation base data would generate./1/ The growth factor was assumed to account for all travel demand increases in the Fisherman's Wharf vicinity that might occur as a result of cumulative development both in the Fisherman's Wharf area and the greater downtown area. Development of Pier 45 has not been included in the growth factor.

Transit

Full development of Pier 45 would increase peak hour Muni use by 400 person trips on weekdays and 200 person trip ends on weekends, representing a four to ten percent increase in peak loads on various lines as shown in Table 2, p. 38. As weekend load data are unavailable, the assumption was made that weekend ridership increases resulting from the development of Pier 45 would be similar to, or less than, that for weekdays (although peak loadings would occur on different lines and in the reverse direction than those for weekdays).

Development of Pier 45 under the proposed Comprehensive Plan amendments would increase ridership on Muni contributing to the overcrowded conditions expected on most Muni lines by 1985. Some of those lines would already be operating at crush capacity by 1985 as shown in Table 2. Crush capacity is defined as the maximum number of passengers (both standing and seated) that can be carried. Overcrowded conditions contribute to passenger discomfort and may adversely affect adherence to schedules.

Golden Gate Transit operates motor coach service in the Fisherman's Wharf vicinity. The existing load factor is 0.66./2/ The projected load factor on Golden Gate Transit for the future condition without development of Pier 45, after addition of the ridership from cumulative downtown development, would be 0.93. Development of Pier 45 would not generate sufficient peak hour ridership on Golden Gate Transit (less than 10 riders) to alter that load factor (i.e. the load factor for the future condition with development of Pier 45 would remain at 0.93)./2/

Traffic

Development of Pier 45 would generate about 400 additional weekday and about 300 additional Saturday peak-hour vehicle (auto) trip ends. The current street circulation pattern makes access to and from Pier 45 difficult. All traffic exiting Pier 45 uses Taylor St. and passes through the congested intersection with Jefferson St.

TABLE 2: EXISTING AND PROJECTED (with and without Development of Pier 45) MUNI LOAD FACTORS (Outbound Direction, weekday p.m. peak-hour)

Line	Recommended Maximum Capacity	Existing (1982)		Future* Without Development of Pier 45		Future With Development of Pier 45	
		Riders	L.F.**	Riders	L.F.	Riders	L.F.
15	720	632	0.87	950	1.32	1,000	1.39
19	580	380	0.65	400	0.69	430	0.74
30	1,540	1,415	0.92	1,970	1.28	2,090	1.36
32	600	480	0.79	630	1.05	670	1.12
39				Data on this line are not available.			
42	400	390	0.99	610	1.54	640	1.62
47	860	810	0.94	840	0.97	900	1.05
59(cable car)	500	580	1.15	N/A***	N/A	N/A	N/A
60(cable car)	670	570	0.84	N/A	N/A	N/A	N/A

\* Future riders are existing riders plus riders from proposed development in the downtown area.

\*\* L.F. stands for Load Factor which is the ratio of riders to recommended maximum capacity.

\*\*\* The cable car system is currently out of operation for repairs; service to be provided after operations resume is expected to be more reliable and more frequent than before construction. Reliable estimates of future operations cannot be made from the existing data.

Source: DKS Associates, Department of City Planning, Environmental Science Associates, Inc.

All traffic entering Pier 45 must pass through the Powell St./The Embarcadero intersection which is congested on weekends. Projected Levels of Service for various critical intersections with and without development of Pier 45 are shown in Table 3, p. 39. It is expected that traffic congestion on weekdays and weekends will increase on local streets by 1985 even without development of Pier 45. For example, the Jefferson/Taylor Sts. and Hyde/Beach Sts. intersections would both continue to operate at Level of Service (LOS) F (Forced Flow) during the weekend peak hour, and The Embarcadero/Powell St. intersection would operate at LOS E during weekend peak-hour conditions. Traffic generated by development of Pier 45 would add to the overall congestion in the Fisherman's Wharf vicinity and would shift weekend

TABLE 3: EXISTING AND PROJECTED INTERSECTION LEVELS OF SERVICE - PM PEAK-HOUR

<u>Intersection</u>	<u>Existing</u> <u>Level of Service</u> <u>PM Peak-Hour</u>		<u>Projected Level of Service - 1985</u> <u>PM Peak-Hour</u>					
	<u>Weekday</u>		<u>Without Development</u> <u>of Pier 45</u>		<u>With Development</u> <u>of Pier 45</u>			
	<u>Weekday</u>	<u>Saturday</u>	<u>Weekday</u>	<u>Saturday</u>	<u>Weekday</u>	<u>Saturday</u>		
	<u>LOS</u>	<u>V/C</u>	<u>LOS</u>	<u>V/C</u>	<u>LOS</u>	<u>V/C</u>	<u>LOS</u>	<u>V/C</u>
Jefferson/Taylor	C	0.89	F	1.00	D	0.92	F	1.04
Jefferson/Mason	B	0.64	D	0.81	B	0.67	D	0.84
Embarcadero/Powell	A	0.59	D	0.88	B	0.62	E	0.92
Hyde/Beach	B	0.60	F	1.01	B	0.63	F	1.06
Columbus/Bay	D	0.86	B	0.68	D	0.90	C	0.71
							E	0.93
							C	0.74

SOURCE: DKS Associates, 1982, Fisherman's Wharf Action Plan Transportation Impact Analysis

peak-hour operation of the intersection of Powell St./The Embarcadero into LOS F conditions. Because of the poor existing operating conditions at these intersections, improvements would be necessary before development of Pier 45 could occur. Necessary improvements are discussed under Section V, Mitigation Measures, p. 47.

Extensive street and intersection improvements would be needed in the Fisherman's Wharf area to support not only development of Pier 45 but to accommodate the expected traffic increase from proposed development elsewhere in San Francisco.

#### Service Vehicles

Development of Pier 45 under the Comprehensive Plan amendments would generate about 60 truck and/or service vehicle trips per day. Six off-street truck docks would have to be provided on Pier 45 as recommended by City Planning Commission (CPC) Resolution 9286. Resolution 9286 would also require all truck loading/unloading at Pier 45 to be off-street on the pier, not on adjacent, public streets. If service vehicle parking or truck loading were

to take place on-street, traffic operations in the area would be interrupted during the period of time when vehicles would be parked at the curb. Peak truck deliveries to uses similar to those that would be allowed on Pier 45 occur during mid-morning and mid-afternoon on weekdays and would not directly affect traffic congestion during peak hours on weekends.

The Comprehensive Plan amendments also provide for creation of a public plaza in Fish Alley adjacent to Leavensworth St. north of Jefferson St. that would be part of an open fish market. The Plan amendments would allow truck access to the plaza. The amount of truck activity would be dependent upon the intensity of development in the proposed plaza. The potential for trucks to conflict with pedestrians in the public plaza would exist as the plaza would be accessible to pedestrians.

#### Parking

Development on Pier 45 under the Comprehensive Plan amendments would generate a demand for 800 parking spaces on weekdays and 730 spaces on Saturday. The Planning Code would require about 730 off-street spaces for the uses that would be allowed on Pier 45./3/ The excess demand over the required spaces could be accommodated on-site by sharing of the parking spaces (the daytime use would be primarily for office or commercial uses; the nighttime use would be primarily for residential uses). If the shared space arrangement were not feasible, the excess demand over the required supply (which would be expected to occur on weekdays) could be accommodated in existing Fisherman's Wharf garages during weekdays when space is typically available. The Planning Code, although requiring off-street parking for hotel uses, does not make provision for off-street space that could be used for loading or unloading tour and charter buses and taxis. If the hotel uses that would be permitted on Pier 45 under the Comprehensive Plan amendments would allow tour or charter buses (not all hotels do) then without the provision of off-street space, loading/unloading of tour buses on-street would interrupt traffic operations on adjacent streets.

Pedestrian Circulation

Pier 45 development would generate about 400 off-site pedestrian trips during the Saturday afternoon peak-hour. This would increase pedestrian peak-hour flows in the Restaurant Row sidewalk (west side of Taylor St., north side of Jefferson St.) from a projected 1985 base case of 1,460 pedestrians per hour (with no Pier 45 development) to 1,710 pedestrians per hour. Pedestrian crossings at the intersection of Jefferson and Taylor Sts. would be increased by two to nine percent over estimated 1985 levels by the addition of pedestrians from development of Pier 45. Given the current signal timing at Jefferson and Taylor Sts., the west crosswalk (crossing Jefferson St.) would be carrying peak-hour pedestrian flows at close to its capacity on a summer Saturday afternoon.

The opening of a Pier 45 access road (necessary to allow access to required on-site parking and loading) to traffic from The Embarcadero would create a new pedestrian crosswalk across the entrance to Pier 45 which would carry about 1,040 pedestrians per hour on a Saturday peak-hour; the access road would carry about 210 vehicles per hour at the same time period.

Signalization of the intersection at Taylor/Pier 45/The Embarcadero, which is proposed as mitigation (see Figure 9, p. 49), would alleviate any increased pedestrian hazards created by the project.

## NOTES - Transportation, Circulation and Parking

/1/ DKS Associates, Fisherman's Wharf Action Plan Transportation Impact Analysis, January 1982, prepared for ROMA, Architects, San Francisco, DKS Job No. P81072-0.

/2/ Golden Gate Transit counts from June 1982 Monthly Report supplied by A. Zadrudnik, Senior Planner, July 1, 1982.

/3/ City and County of San Francisco, Planning Code, 1979, Article 1.5 Section 151, p. 59.

#### E. AIR QUALITY

Air quality impacts associated with development and operation of Pier 45 would result primarily from vehicular emissions. The development would also have associated emissions of hydrocarbons, nitrogen oxides, particulates, and sulfur oxides from the combustion of natural gas for heating; these emissions would be negligible compared to emissions from vehicular sources. Since project-generated vehicular traffic could increase roadside carbon monoxide (CO) concentrations on heavily traveled streets in the vicinity, a roadside CO analysis was prepared for worst-case meteorology and dispersion characteristics, using present (1982) and projected (1985) traffic volumes. Results are shown in Table 4, p. 43. The project would not result in the excesses of any standard in the site vicinity or at the air monitoring station located at 900 23rd St. on Potrero Hill.

An institutional use such as a fisheries institute at the end of Pier 45, as well as fish handling uses on the Hyde St. Pier and Fisherman's Wharf vicinity could intermittently create odors. No fish processing is proposed, however, for Pier 45, and according to a consultant to the Port, proper refrigeration and storage in fish handling would alleviate potential odor problems./3/ Although these measures would make it unlikely, residents on Pier 45 could be subjected to odor problems.

#### NOTES - Air Quality

/1/ Bay Area Air Quality Management District, Regulation 8, Rule 3, Rule for Architectural Coatings, and Regulation 8, Rule 15, Rule for Cutback Asphalts.

/2/ U.S. EPA, 1974, Compilation of Air Pollutant Emission Factors, Supplement #4, pp. 3.2.7-2,3.

/3/ Erik Norgaard, Fisheries Consultant, Norgaard and Associates, quoted in the Fisherman's Wharf Action Plan, 1981.

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TABLE 4: PROJECTED WORST-CASE LOCAL SIDEWALK CARBON MONOXIDE CONCENTRATIONS AT STREETS NEAR THE PROJECT\*

<u>Street</u>	<u>Average Time</u>	<u>Existing 1982 (ppm)**</u>	<u>1985 Base Without Pier 45 Development (ppm)**</u>	<u>1985 Base With Pier 45 Development (ppm)**</u>
Jefferson St. (east of Taylor)	1-hour	15.1	11.8	13.2
	8-hour	7.4	6.1	6.6
Taylor St. (north of Jefferson)	1-hour	12.8	10.2	10.4
	8-hour	6.9	5.6	5.7
Hyde St. (north of Beach)	1-hour	13.9	11.1	11.3
	8-hour	7.1	5.9	6.0

\* Calculations were made for worst-case dispersion meteorology according to BAAQMD, Guidelines for Air Quality Impact Analysis of Projects, 1975, updated with 1981 Air Resources Board, EMFAC-6C motor vehicle emission rates. The background concentration in 1982 was calculated as the three-year average of the second highest annual concentrations recorded at the BAAQMD's monitoring station on Potrero Hill. The 1985 background concentration was the 1982 value adjusted to 1985 according to the regional emissions projected by the 1982 Bay Area Air Quality Plan. The one-hour standard is 35 ppm; the eight-hour standard is 9 ppm.

\*\* parts per million

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SOURCE: Environmental Science Associates, Inc.

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#### F. NOISE

Potential noise impacts associated with implementation of FWAP would occur in two phases: those impacts associated with the construction of individual developments and those associated with their operation.

##### Construction Noise

Project construction could occur in one phase of up to two years, or in several phases extending for longer periods of time. The length of the

#### IV. Environmental Impact

construction phase would depend on the specific projects selected by the Port for development on Pier 45. Throughout the construction periods, trucks would visit the project area, and be discernible as distinct noise events at the site and along the haul routes. Typical construction noise levels of activities and equipment are shown in Table 5, p. 44. During construction, all powered equipment, with the exception of impact tools, would have to comply with the San Francisco Noise Ordinance (Section 2907b of the Police Code) requirement limiting sound levels to no more than 80 dBA at 100 feet. If a second piece of equipment were to be used simultaneously with the first, the resultant noise level would be increased by 3 dBA, resulting in an 83 dBA noise level. The Noise Ordinance (Section 2908) also prohibits construction work at night from 8:00 p.m. to 7:00 a.m., if noise from such work exceeds the ambient noise level by 5 dBA at the property line, unless a special permit is authorized by the San Francisco Department of Public Works.

Construction activities of the mixed use development on Pier 45 would be audible to pedestrians throughout the Wharf area. The most sensitive receptors during these periods of construction would be the restaurant uses along Restaurant Row and on Wharves J-7 and J-8. Construction activities would raise the noise levels inside these structures to approximately 60 dBA, a level which would interfere with normal speech.

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TABLE 5: TYPICAL NOISE LEVELS OF CONSTRUCTION EQUIPMENT AT 50 FEET

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<u>Equipment</u>	<u>Noise Level</u>
Front Loaders	72 - 83 dBA
Backhoes	72 - 92 dBA
Graders	80 - 92 dBA
Concrete mixers	72 - 88 dBA
Jackhammers	81 - 98 dBA

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SOURCE: Larry Canter, Environmental Impact Assessment, McGraw-Hill Series in Water Resources and Environmental Engineering, 1977, p. 126.

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Vehicular Noise

The most prevalent source of noise in the project area is vehicular traffic. The contribution of traffic on Jefferson St. to the noise level on Pier 45 was calculated for the existing and post-development cases. Traffic on Jefferson St. generated by the project would increase traffic noise levels by 0.1 dBA on both weekends and Saturdays (see Table 6, p. 45). A similar impact could be expected as a result of increased traffic on The Embarcadero. These increases are indicative of the magnitude of expected change in vehicle related noise emissions.

TABLE 6: NOISE LEVELS ON PIER 45 GENERATED BY JEFFERSON STREET TRAFFIC

	<u>Existing (1982)</u>	<u>With Pier 45 Development (1985)</u>
Weekdays	46.4 dBA	46.5 dBA
Saturday	48.1 dBA	48.2 dBA

SOURCE: Environmental Science Associates, Inc.

A 10 dBA increase in noise level is interpreted by the human ear as a two fold increase in loudness; an increase of 0.1 dBA from Jefferson St. and other sources would not be audible on Pier 45 or elsewhere in the Wharf area. The existing background noise level, caused by the combined effects of all sources, would continue to be about 60 dBA after development.

Title 25 of the California Administrative Code, Noise Insulation Standards, applies to all new residential structures, with the exception of single-family dwellings. The acceptable outdoor noise level for all residential units is established as a community noise equivalent level (CNEL) equal to 60 dBA./1/ The ambient exterior noise environment of the site is indicated to be an  $L_{dn}$  (essentially equivalent to CNEL) of 60 dBA with two thoroughfares having noise

#### IV. Environmental Impact

levels of up to 70 dBA. Therefore, an acoustical analysis would be required for any residential development to show that the interior residential CNEL requirement of 45 dBA with windows closed would be met inside the proposed residential units.

##### NOTES - Noise

/1/ dBA is the measure of sound in units of decibels (dB), corrected for the variation in frequency response of the typical human ear at commonly encountered noise levels.

/2/ Ldn, the day-night average noise level, is a noise measurement based on human reaction to cumulative noise exposure over a 24-hour period, taking into account the greater annoyance of nighttime noises (noise between 10 p.m. and 7 a.m. is weighted 10 dBA higher than daytime noise).

#### G. GROWTH INDUCTION

Housing, office, and resident-serving convenience retail constitute new uses in this immediate area; this could be expected to induce additional developments of a similar nature. However, the lack of developable land and the 40-foot height limit in Fisherman's Wharf preclude extensive expansion. Pier 45 is also a unique circumstance because it is supported primarily on landfill; all of the other "finger" piers are supported by piles. Residential use is prohibited on pile-supported fill by BCDC policies.

## V. MITIGATION MEASURES

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FWAP incorporates recommendations from the FWAP planning process about types of land uses which would be encouraged in the Fisherman's Wharf area in the future. The Comprehensive Plan amendments discussed in this EIR would be required to implement mixed use development on Pier 45. These general mitigation measures address the proposed Comprehensive Plan amendment changing industrial to mixed use including residential. The Port would comply with these mitigation measures to minimize adverse effects of development. Additional specific mitigation measures would be developed for proposed projects when they undergo environmental review.

### URBAN DESIGN AND VISUAL ASPECTS

#### MEASURE INCLUDED AS PART OF PIER 45 DEVELOPMENT

- Prior to soliciting bids for any development on Pier 45 allowable under the proposed Comprehensive Plan amendments, the Port would obtain site-specific design guidelines from the Department of City Planning to be included in the bid package for Pier 45 development. This would assure that the Port and potential developers understand the land use, use mix, urban design, visual, public access and open space parameters of development on Pier 45, including measures designed to minimize adverse environmental effects. Compliance with the design guidelines would be a factor considered by the Port in selecting a developer.

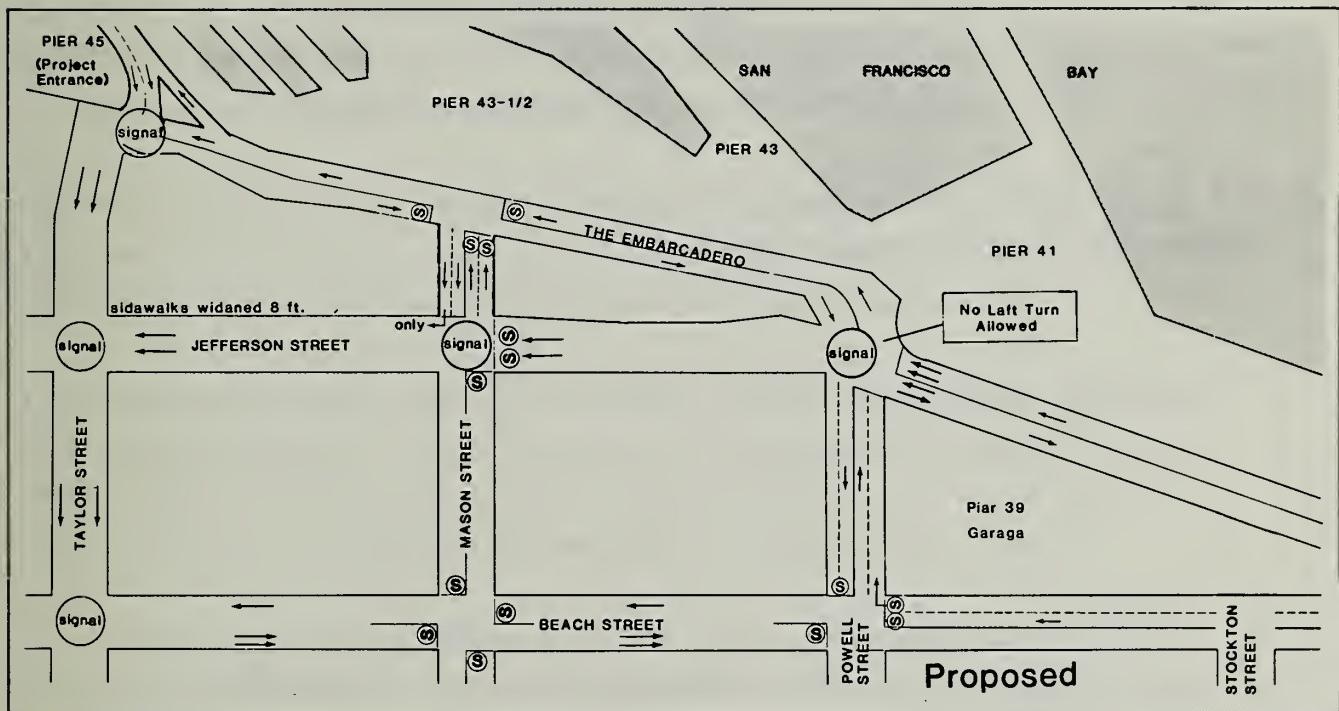
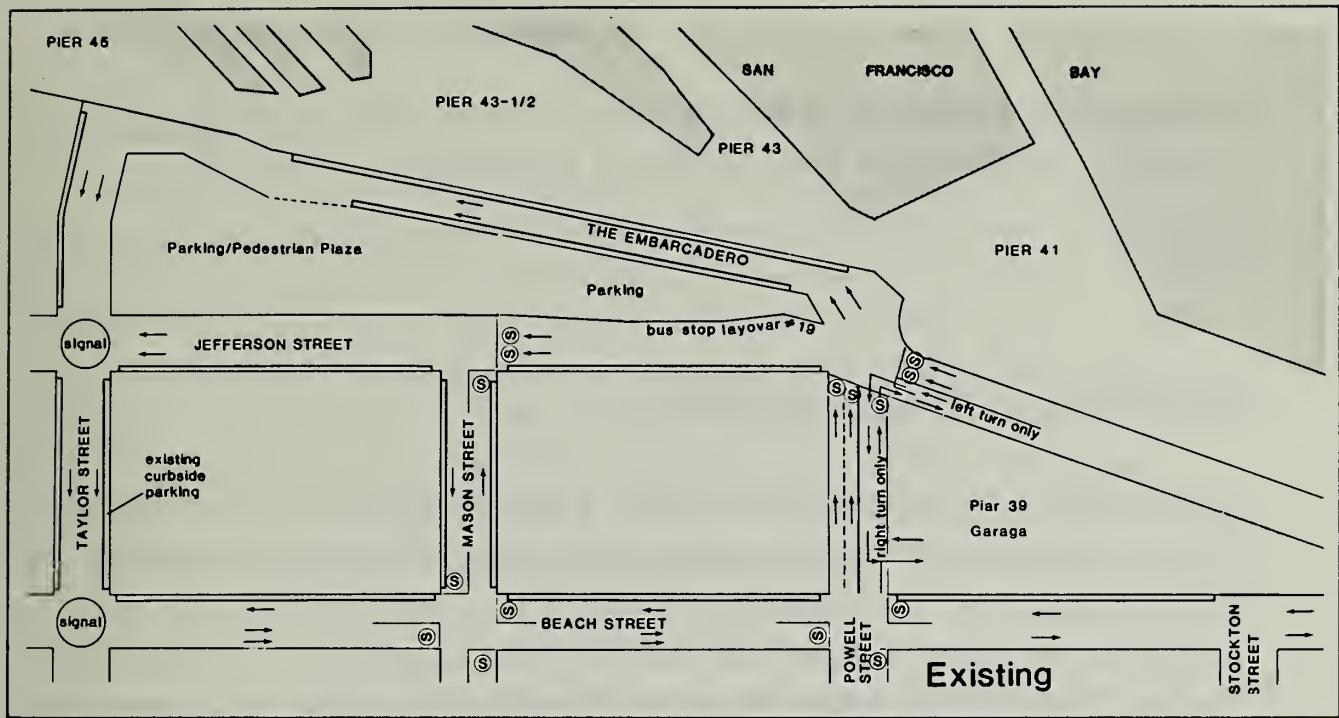
TRANSPORTATION, CIRCULATION AND PARKING

MEASURES INCLUDED AS PART OF PIER 45 DEVELOPMENT

- The Port would require the developer to provide off-street truck loading facilities on-site at Pier 45 to comply with Exhibit A (service vehicles), City Planning Commission Resolution 9286.
- The Port would require the developer to provide off-street space for tour charter bus and taxi loading if a hotel use that would allow tour bus services is proposed for Pier 45.
- The Port would extend Mason St. from Jefferson St. to The Embarcadero to provide a new, separate ingress-egress corridor for Pier 45 and convert the portion of The Embarcadero between Taylor and Powell Sts. from one-way westbound to two-way operation (see Figure 9, p. 49). (This land is within Port jurisdiction.)
- The Port would, in conjunction with the traffic engineering department of the City of San Francisco, install traffic signals at the Jefferson St./Mason St. intersection, at the Taylor St./Pier 45/The Embarcadero intersection, and at the Powell St./The Embarcadero intersection (see Figure 9, p. 49). This measure, in conjunction with the above measure, would improve intersection operations at Jefferson St./Mason St. from Level of Service D (V/C 0.84) on Saturdays to Level of Service A (V/C 0.54). Operations at The Embarcadero/Powell St. intersection would be improved from Level of Service F (V/C 1.07) on Saturdays to Level of Service D (V/C 0.82).

MEASURE THAT COULD BE IMPLEMENTED BY OTHER PUBLIC AGENCIES

- Construction of the proposed E-line Muni route as provided by the 1982-1987 Muni 5-Year Plan.



#### LEGEND

(S) Stop Sign



**FIGURE 9: Existing Street System and Proposed Circulation Mitigation Measures**

SOURCE: DKS Associates and Environmental Science Associates, Inc.

## VI. Significant Environmental Effects

### VI. SIGNIFICANT ADVERSE ENVIRONMENTAL EFFECTS THAT CANNOT BE AVOIDED IF THE PROPOSED COMPREHENSIVE PLAN AMENDMENTS ARE ADOPTED

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#### TRANSPORTATION, CIRCULATION AND PARKING

Full buildout of Pier 45 under FWAP would increase peak-hour transit use on Muni on weekdays and weekends, representing a four to ten percent increase in peak loadings on various lines.

Pier 45 development would generate about 400 off-site pedestrian trips during the Saturday afternoon peak hour, an increase of two to nine percent over 1985 background levels at the Jefferson/Taylor Sts. intersection. As a result, the west crosswalk (crossing Jefferson St.) would be carrying peak-hour pedestrian flows at close to its capacity on a summer Saturday afternoon.

- FWAP implementation would result in increased automobile congestion at the intersection of Taylor and Jefferson Sts.

## VII. ALTERNATIVES

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The planning process which produced the Fisherman's Wharf Action Plan also evaluated alternatives proposed by a wide spectrum of public and private interests. With assistance from Civic and Technical Advisory Committees, the Port and study team considered many alternatives in addition to the one recommended in the Fisherman's Wharf Action Plan. The range of alternatives are represented by the two scenarios discussed below. Development on Pier 45 will not be considered until the proposed Comprehensive Plan amendments are either adopted or rejected. Assuming that the Comprehensive Plan amendments are adopted, the final mix of uses would be determined by the Port dependent on the proposals submitted and their compliance with FWAP recommendations and Department of City Planning design guidelines.

### A. No Amendments to the Comprehensive Plan

With no amendments to the City's Comprehensive Plan, full buildout under existing policies would assume a fish processing facility on Pier 45. Commercial-recreational uses would be limited west of Powell St.

This alternative could result in an intensification of land use compatible with the Comprehensive Plan. The area could eventually be filled in with minimal open space areas remaining. The effect on scenic views and view corridors cannot be determined without detailed development plans.

Assuming reversal of the current trend in the fishing industry in San Francisco, development of the fish processing and handling industry on Pier 45 could generate 600 to 700 person trips per day, which is greater than the existing travel to Pier 45, but is about six to eight percent of the person trips generated by the mixed use development discussed in this EIR. These trips would occur primarily during weekdays, although weekend trips would be generated during the fishing seasons.

## VII. Alternatives

Service vehicle trips to Pier 45 would increase above existing levels and could result in a greater percentage of large trucks using the Pier 45 area than would under the mixed use proposal. Employees' vehicles and service trucks would have to access Pier 45 using the existing traffic flow pattern, entering the pier from The Embarcadero and exiting on Taylor St. These trips would exacerbate current congested conditions at the intersection of Jefferson and Taylor Sts., but probably not as much as the total traffic generated by the mixed use development of Pier 45. Much of the employees' parking demand could possibly be met on Pier 45.

Traffic generation with this alternative would be less than that with mixed use development; consequently, auto emissions would be reduced.

This alternative precludes the opportunity of developing Pier 45 for residential, office or hotel uses. BCDC's San Francisco Bay Plan and Special Area Plan No. 1 lists public open space, housing and neighborhood commercial as preferred uses for Pier 45./1/

This alternative is not likely because bids to develop fish processing facilities on Pier 45 were solicited nationwide on two separate occasions in the 1970's by the Port and there were no interested parties. Probable reasons for the lack of interest include the fact that rent at Pier 45 may be higher than rent in other nearby areas.

### B. Mixed Use without Hotel

With adoption of the proposed Comprehensive Plan amendments, another alternative which was discussed by the FWAP Advisory Committees would allow a maximum of 550 residential units, with office, retail and institutional uses. A hotel would not be allowed. This alternative would provide mixed land use on Pier 45, but tourist-related commercial development would be minimized. This alternative emphasizes the residential use in Objective 1, Policy 2 and Objective 2, Policy 3 of FWAP; this emphasis would modify the image of Fisherman's Wharf as a predominantly tourist area.

## VII. Alternatives

Development of Pier 45 without hotel use would generate 310 auto trips and 340 transit trips during a weekday p.m. peak hour. On a Saturday peak hour, development under this alternative would generate 200 auto trips and 160 transit trips. This represents approximately 30% fewer auto trips and 20% fewer transit trips during the weekday p.m. peak along with 35% fewer auto trips and 35% fewer transit trips during the Saturday peak hour. Service vehicle demand would be reduced by 40% under this alternative. Overall trip generation from Pier 45 would be reduced by 40% as a result of excluding a hotel as part of the development of Pier 45.

This alternative is one scenario which may be proposed for Pier 45. It was not the scenario evaluated in this EIR because the adverse environmental impacts would be less than the scenario containing a hotel as discussed in this EIR. None of the proposed Comprehensive Plan amendments would be altered if this alternative were selected.

### NOTE - Alternatives

/1/ San Francisco Bay Conservation and Development Commission, Special Area Plan No. 1, San Francisco Waterfront, December 1974.

## VIII. Summary of Comments and Responses

- AMENDMENTS TO THE COMPREHENSIVE PLAN PROPOSED BY THE FISHERMAN'S WHARF ACTION PLAN (81.694E) SUMMARY OF COMMENTS AND RESPONSES
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## INTRODUCTION

This document contains summaries of the public comments received on the Draft Environmental Impact Report (DEIR) prepared for the proposed Amendments to the Comprehensive Plan Proposed by the Fisherman's Wharf Action Plan, and responses to those comments.

All substantive spoken comments made at a public hearing before the City Planning Commission on March 10, 1983, and all written comments received during the public review period from February 4, 1983 through March 21, 1983, have been reviewed and are presented herein by direct quotation, edited to omit repetition and nonsubstantive material only.

Comments and responses are grouped by subject matter and are arranged by topics corresponding to the Table of Contents in the Draft EIR. Each group of comments is followed by its set of responses; the order of the responses under each topic follows the order of comments under that topic. As the subject matter of the topic may overlap that of other topics, the reader will occasionally be referred to more than one group of Comments and Responses to review all information on a given topic. Where this occurs, cross-references are provided.

These comments and responses will be incorporated into the Final EIR as a new chapter. Text changes resulting from comments and responses will also be incorporated into the Final EIR, as indicated in the responses.

## VIII. Summary of Comments and Responses

### LIST OF PERSONS COMMENTING

Norman Karasick, City Planning Commissioner (Comment made at public hearing March 10, 1983)

Susan Bierman, City Planning Commissioner (written comment submitted March 21, 1983)

Pamela Duffy, Attorney with Coblenz, Cahen, McCabe and Breyer (Comment made at public hearing March 10, 1983)

John H. David, General Superintendent, U.S. National Park Service (Letter dated March 21, 1983)

Ted T. Fukushima, California State Lands Commission (Letter dated February 22, 1983)

Fritz Arko, President/General Manager, Pier 39 (Letter dated March 18, 1983)

Edward Van Egri, Russian Hill Dwellers Association (Letter dated February 12, 1983)

Mickey Gelardi, President, Fisherman's Wharf Port Tenants Association (Letter dated March 21, 1983)

Nancy Wakeman, Senior Planner, San Francisco Bay Conservation and Development Commission (Letter dated February 28, 1983)

## COMMENTS AND RESPONSES

## LAND USE AND ZONING

Land Use Map

## COMMENT

"On the map that shows the garages, [Figure 4: Land Use in the Fisherman's Wharf Vicinity] page 17, I think it really represents two buildings there, one on the corner of Jones and Beach, which, when we drove by today, had numerous signs that said 'private parking.' And this identifies it as public parking. And it would seem, from driving by, that that garage building is not even available for public parking. And I just wanted to have clarified what the purpose of that building was, private or public, and how it affects Pier 45's parking problem." (Karasick)

## RESPONSE

The only parking garage at the corner of Beach and Jones Streets is the Wharf Park garage. It is a four-story public parking garage with street level commercial retail shops. The Fisherman's Wharf Public Parking lot is located on the opposite (east side) of Beach Street. It is also open to public parking. These uses were correctly mapped on Figure 4 in the Draft EIR.

It is possible that Commissioner Karasick is referring to the parking garages at Taylor and Beach Streets. An office building with private parking is located at the northeastern corner of the intersection. The four-story building has a restaurant at street level and private parking below street level and on the second floor. Two floors of office space occupy the upper portions of the building. This building is indicated correctly on Figure 4 in the Draft EIR. The adjacent building, occupying the middle portions of the same block is 350 Beach Street. It is a public parking garage with 280 parking spaces. This building was incorrectly

## VIII. Summary of Comments and Responses

mapped in the DEIR on Figure 4 (Land Use) but was indicated correctly on Figure 8 (Parking Facilities).

Because these figures were taken into account in the original analysis (except for the change noted above with respect to 350 Beach Street, no effect would result from Pier 45, different than that analyzed below under Urban Design.

### Hyde Street Pier

#### COMMENT

"Berthing facilities at Fisherman's Wharf, including both the new areas and the older inner lagoon areas, should ultimately be restricted for commercial and sport fishing industry use only."

"In addition, we would suggest that the Planning Commission, with the input of the local fishing industry, develop a berthing concept which is capable of considering the level of activity of each individual boat or operator in the fishing industry. This might be possible through the use of some formula which takes into consideration each boat's seasonal average days of fishing, the dollar amount of fish and game tags produced, and a review of its log books, or any other reasonable method which recognizes and rewards an increase in fishing activity."

"Any plans for berthing would also need to consider the need for berths for transient as well as permanent use. We believe that the City needs facilities to maintain a minimum of two hundred fifty (250) visiting boats which would be located primarily at Fisherman's Wharf, and also at Pier 39 and Mission Bay."

"In order to properly relocate the existing fishing industry and to enhance its potential for future growth, adequate planning must be made for the provision of fishing industry support facilities such as chandlery shops, ice facilities and diesel fuel facilities. Planning for these additional services will allow San Francisco to provide an integrated and complete fishing

## VIII. Summary of Comments and Responses

industry, independent of any other port, which will be competitive with other major fishing ports in the Bay Area."

"In order for any relocation or growth to occur, the Hyde Street Pier should provide those basic improvements required for any development, and further specific improvements required by the fishing industry. Any such plan must recognize the need for adequate loading and unloading areas, proper pump-out facilities to prevent any sewage problems, adequate lighting, water and electrical supplies, proper security safeguards to prevent any damage to shops, equipment and boats and adequate showers and public restroom facilities for the use of fishermen."

"The Port Tenants Association believes that these initial suggestions are consistent with the Fisherman's Wharf Action Plan's stated goal of making San Francisco famous as a fishing port, unequalled on the West Coast. It also recognizes that nine shoreside jobs are created for every fishing boat which berths in the San Francisco harbor, and that any such jobs promote the growth of blue-collar employment in San Francisco. The City's contribution to the fishing industry will be an example of its commitment to blue-collar workers in the City and to the diversification of its work force and economic base." (Gelardi)

### RESPONSE

Restricting berthing for commercial and sport fishing uses is the present intent of the Port in planning for additional berthing. It is one of the reasons why a much larger berthing program has not been favored, since the Port feels that there would be pressure to introduce pleasure craft and recreational marina uses in the lagoon. The present program, discussed in the FWAP, is for about 50 additional berths (see p. 20 of FWAP). These would be restricted to commercial and sport fishing industry use only.

A discussion of the method of assigning or restricting berth use in a future harbor is premature, since at the present time only the amendments to the Comprehensive Plan required to permit a mixed use development of Pier 45 is under consideration. At such time as the design of the Hyde

## VIII. Summary of Comments and Responses

Street Pier and berthing facilities is under consideration, the Port would work with the local industry to make sure the berths are available to the commercial fishing industry. The Port anticipates that more than 50% of the berths would be used by visiting commercial vessels and none would be designated for pleasure craft.

Based on a projection of 16 million pounds of fish to be landed, and the number of fishing boats that would be necessary to handle this amount of fish (Norgaard Associates, Memorandum on Commercial Fishing Industry, February 13, 1981); the Port considers that the 50 berths would be the optimum number, to accomodate the future requirements of the Port.

During the development of the Fisherman's Wharf Action Plan and as the result of subsequent research (System Strategy for California, Oregon, and Washington Fishing Industry and Public Ports Infrastructure Needs and Assessment, prepared by Kramer, Chin & Mayo, Inc., March 1983 for West Coast Fisheries Development Foundation, Portland, Oregon) it has been determined that 250 berths in the Fisherman's Wharf area could accommodate most of the commercial fishing fleet on the California coast between Eureka and San Diego. Such a large number of berths would increase the likelihood that non-commercial vessels would be occupying these berths, resulting in a recreational marina rather than a commercial fishing harbor. Pleasure craft can and will be berthed at facilities at Pier 39 and the Mission Bay development. The Fisherman's Wharf area, under the objectives of the FWAP, would provide berths for the commercial fishing industry only.

Facilities proposed for the new Hyde Street Pier and its vicinity are discussed at length in the FWAP. It is the stated objective of the FWAP to provide the fishing industry support facilities. Specific discussion of the number, type and layout of these facilities is premature at this time, since that development depends on the revenues from mixed use development of Pier 45. The Draft EIR discusses the impacts of amending the City's Comprehensive Plan to allow such a mixed use development of Pier 45. A subsequent plan and EIR would be required for the Hyde Street Pier and commercial fishing improvements when they are proposed.

## VIII. Summary of Comments and Responses

All of the basic improvements such as loading areas, equipment, utilities have been recommended in the FWAP as recommended by the San Francisco Port Commission and would be reviewed at the time the Hyde Street Pier is proposed for final design and engineering. The Port has retained the services of an internationally recognized commercial fisheries consultant for the design of the Hyde Street Pier.

### Fishing Industry Uses

#### COMMENT

"The Port Tenant's Association's concerns are two-fold: first, that the maintenance, relocation, enhancement and growth potential of the commercial fishing industry in the Port of San Francisco, as developed on the Hyde Street Pier, is pursued in a way that will protect and nurture the fishing industry."

"We believe that the fish handling companies currently located on Pier 45 have made great contributions to the current atmosphere and success of the Fisherman's Wharf area. Consistent with the Action Plan's intention of maintaining and enhancing San Francisco's fishing industry, these businesses should be assured that their relocation is of primary importance to the Plan. Furthermore, we understand "enhancement" to mean a commitment by the City and Port to increase the growth of the industry as mentioned in The Action Plan itself."

"In this regard, we are deeply concerned that the fishing industry itself participate significantly in the planning and designing of the Pier, and desire the City and Port to form citizen advisory groups to aid in this process."

"The construction of a breakwater is of primary importance because it is a prerequisite to any relocation of any of the existing fishing tenants. The breakwater will provide safety and protection for the fishing boats, the major capital outlay and equipment upon which the fishermen's livelihoods are dependent." (Gelardi)

## VIII. Summary of Comments and Responses

### RESPONSE

The comment is acknowledged. Objective 1, Policies 1 and 2 of the Fisherman's Wharf Action Plan (FWAP) are for enhancement of the commercial fishing industry, specifically to set aside an area exclusively for fish handling businesses with adequate room to accommodate not only existing businesses that would be relocated from Pier 45, but also to provide an area contiguous to Fish Alley for the expansion and growth of landside facilities. FWAP calls for the development of a three to three and one half acre pier, the new Hyde Street Pier shown schematically in the Action Plan. As noted in the EIR (second paragraph on p. 6), the Hyde Street Pier expansion is not included in the analysis, as it is already consistent with the NEWP.

(References to the "Pier" are interpreted to be references to the "Hyde Street Fishing Facilities" or Hyde Street Pier, as indicated in subheading II, page 2 of the letter.) It is the Port's intent to involve the local fishing industry in the planning and design of the Hyde Street Pier, as was done in the development of the FWAP itself. Representatives of the local business community, both Port tenants and non-Port tenants, as well as local residents participated in the Citizens Advisory Committee for the Action Plan; the list of these participants is contained in the FWAP (p. 57) and has been included in the distribution list of the EIR. A similar Committee, with specific emphasis on the fishing industry, would be assembled for consultation on the new Hyde Street Pier.

The breakwater is proposed in the FWAP and encouraged by the NEWP. However, the breakwater is not included as a part of this EIR because it would not require an amendment to the Comprehensive Plan.

### Use of Pier 45

#### COMMENT

"We are in complete agreement with the Action Plan's suggested development of Pier 45 as it is consistent with the following uses: Development of a luxury

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cruise ship terminal which would re-establish the Port of San Francisco as a major embarkation point. Although we agree that such a terminal would be a valuable contribution to the City and Port, we do not believe that sufficient consideration as to the feasibility of such a facility has been made, yet; Opening of a first-class hotel, preferably without any additional restaurant or retail business facilities, as these retail shops would create further duplication of an already well-developed, and possibly overdeveloped area; Construction of additional commercial office space; . . . and Provision for fishing industry educational facilities."

"The above uses are those which the Port Tenants Association believes must (sic) proper and consistent with the overall City Plan and the maintenance and enhancement of the fishing industry. These uses also provide for a development which complements that occurring in other areas of the City, including the Yerba Buena, Mission Bay and Southern Pacific projects."

"We are, however, concerned that there be no additional commercial and general retail businesses developed at Pier 45. Such development would be inconsistent with the intention to maintain and enhance the fishing industry in the City, and would further exacerbate the "tourist trap" image presented at the Wharf. Furthermore, such development would fail to recognize the fact that many of the current uses in the Wharf area do not comply with the City's Master Plan."

"While the Action Plan states that the development of Pier 45 must include some residential uses, we believe this an area which requires a great deal of sensitivity to existing businesses and uses in the area. Unless considerable and careful planning is taken to balance and insulate the various uses of Pier 45, there is a risk that inconsistent uses and incompatible situations could arise, which could present problems for both commercial and residential users. For example, any development for residential use should recognize existing commercial business needs regarding traffic noise and support facilities, some of which may be undesirable to potential residents."

"There is a further concern that the support services for any residences be limited to necessary retail outlets, such as grocery stores, barber shops,

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drug stores and other businesses not already present in the Fisherman's Wharf area. However, there should be recognition that such facilities should be limited, in order that they not proliferate and threaten existing commercial uses."

"The Port Tenants Association believes, as a matter of policy, that any development must have some procedure which will protect existing businesses' right to exist. This might be established through the mechanism of a voting power within any condominium association, or some protective wording or covenant in any purchase agreements for any of the proposed residential units."

"Second, the Port Tenant's Association believes that the Planning Commission should seriously consider the effects, both positive and negative, which the future development of Pier 45 may have on the present commercial enterprises located at Fisherman's Wharf." (Gelardi)

### RESPONSE

A passenger ship terminal was one of the alternatives considered for Pier 45 during the development of the FWAP, a process that took over six months and involved representatives of business and community interests, local, regional and state planning agencies, and the Fisherman's Wharf area. Both because of the existence of the Pier 35 passenger terminal (which has recently been upgraded) and because of the peak traffic and circulation impacts of such a facility, it was decided that this was not an appropriate use of Pier 45. The FWAP concluded that what was needed was the type of uses that would balance the year-round activity of the area and introduce a stabilizing mixed use, predominantly residential community. Considerable documentation was developed to address alternative uses including a luxury cruise ship terminal. These were rejected in the consensus planning process at that time.

As stated in the FWAP and in the proposed amendments to the City's Comprehensive Plan, it is the Port's intent to discourage additional tourist-serving commercial development in the area. Further it is the Port's intent that any hotel development on Pier 45 would not be allowed

to include a major restaurant or substantial retail component. These conditions would be established in the Request for Proposals or bid package offered to potential developers.

Office space would be limited to 50,000 gross square feet and would constitute a minor use on Pier 45. This type of use was included in the Action Plan as an allowable use in order to balance day and night time activities for the mixed use, predominantly residential program proposed for Pier 45.

Although the exact nature of the institutional uses that would be allowed on Pier 45 are not known at present, the FWAP recommends that educational facilities specifically oriented to the commercial fishing industry be provided on the bayward end of the Pier. This would have the benefit of attracting the public out to the end of the Pier. It could also serve the local fishing industry with a modern training facility.

The concerns expressed in the comments are addressed by specific policies in FWAP (see Objective 2, Policies 1, 2, and 3). These policies were specifically formulated to limit additional commercial recreational development, particularly specialty retail and additional restaurants in the Fisherman's Wharf area. The FWAP and proposed amendments to the City's Comprehensive Plan for Pier 45 restate these objectives with respect to limiting additional tourist-oriented uses and balancing the day/night and year-round activity in the Fisherman's Wharf area. It is the Port's intent to implement these objectives by such means as a moratorium on additional restaurant development on Port property (now in effect) and by limitations in the Request for Proposals for development of Pier 45. The Port would establish and enforce restrictions on additional commercial retail uses for Pier 45 in subsequent uses of the Pier.

Land use compatibility and existing environmental conditions were the primary points of reference for development of the Fisherman's Wharf Action Plan. The specific concerns regarding compatibility of the land use mix on Pier 45 were prerequisites of the planning effort. For example, placement of a hotel would be recommended for the landward end of

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Pier 45 in order to provide both a transition and buffer between the existing commercial uses at the Wharf and the proposed residential development. Existing and future traffic conditions of the Wharf area were assessed with respect to the possible new uses proposed in the FWAP; this analysis is presented in the Draft EIR (pp. 21-27 and 35-41). Additional analyses would be performed when specific development projects are proposed. Certain uses were recommended in the FWAP specifically because they would balance the day/night or seasonal traffic peaks in the Wharf area.

Port tenants in the Fisherman's Wharf area are important to the Port's overall revenues by which State trust purposes of commerce, navigation and fisheries are supported. The Port has stated that it would work with existing businesses to assure their continued economic health and right to exist. The Port Commission would have the overall responsibility for coordinating and mediating issues relative to the rights and compatibility among existing and future Port tenants.

The foremost premise of the FWAP is that the vitality of the Fisherman's Wharf area be enhanced, not only through support of the commercial fishing industry, but by the introduction of new uses that will balance out peaks and valleys due to seasonal activities (tourism). The Port feels that the economic stability of the area would be enhanced by establishing a resident population, by introducing activities that would attract San Franciscans to the waterfront, and by upgrading the area through landscaping, sign coordination and sidewalk improvements. Impacts of specific development proposals will be evaluated by both the Port Commission and the Planning Commission.

### Pier Storage Facilities

#### COMMENT

"The Port Tenants Association is concerned with the possible elimination of existing storage facilities (on Pier 45) leased by various tenants under thirty-day licenses. Storage space is currently in very limited supply and

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any development should recognize the need for replacement space and additional space which would be located in close proximity to the new or relocated businesses." (Gelardi)

### RESPONSE

It is acknowledged that storage uses would be displaced as a result of the development of Pier 45. Port staff indicate that the Port tenants have been aware of this eventual displacement if a higher and better use, whether maritime or other use, were practical for Pier 45. The Port would work with affected tenants to reach some accommodation of their storage needs as the design of the Pier is being prepared.

### Compatibility With Other Plans

#### COMMENT

"Pier 45 is located on State tide and submerged lands that were granted in trust to the City and County for the purposes of commerce, navigation and fisheries, and subject to the terms of Chapter 1333, Statutes of 1968, as amended.

"Tide and submerged lands are held by the State of California and its local governmental grantees in trust for all the people of the State. Consequently, publicly owned tidelands cannot be used for the purposes of purely local benefit. In general, therefore, the State Lands Commission and the Attorney General have taken the position that the use of tidelands for residential purposes is not a public trust purpose. The use of Pier 45 for permanent housing for 700 to 1,200 persons is therefore not consistent with the public trust for commerce, navigation and fisheries." (Fukushima)

#### RESPONSE

Most of Pier 45 is landfill that has been placed on tide and submerged land. The Burton Act (Ch. 1333 of Stats. 1968) required the State Lands Commission to map the lands transferred in trust to the City and County of

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San Francisco. Pier 45 is included as such a parcel. Section 6 of the Burton Act mandates that leases be granted only for harbor and other public uses and purposes consistent with the common law and statutory trusts upon which the land is held by the City. The Act also permits alternative uses under specific conditions. In consultation with the State Lands Commission staff, it is the Port's understanding that prior to entering any lease for residential and mixed use development on Pier 45, the Port must:

- 1) Provide the State Lands Commission with a report substantiating that Pier 45 is not required for uses (maritime commerce, navigation and fisheries) enumerated in the Burton Act;
- 2) Document that the proposed development maximizes income to be applied to further Burton Act objectives; and,
- 3) Supply all planning documents relating to the use of Burton Act lands to the State Lands Commission.

The Port of San Francisco staff are preparing these reports at this time. These reports would be submitted to the State Lands Commission before specific development plans under the guidelines of the Fisherman's Wharf Action Plan are considered by the Port. Further, State Lands Commission would have to concur that the proposed uses are acceptable under the Port's trust. The Port staff currently are discussing this issue with the State Lands Commission staff.

The position of the Port staff is that Pier 45 is surplus land with regard to maritime and fishing industry use. The Port has been unable to find tenants in those industries to occupy Pier 45. The proposed improvements of the Hyde Street Pier under Fisherman's Wharf Action Plan policies and guidelines would accommodate the existing fishing industry now at Pier 45. The Port is in the process of completing its Master Plans for all lands in its jurisdiction.

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### COMMENT

"As specific project proposals are developed and their environmental impacts analyzed, we assume there will be detailed information on impacts to GGNRA's operation at Hyde Street Pier and our historic ships themselves." (John Davis)

### RESPONSE

Correspondence of the U.S. National Park Service expressed concern about the design and engineering of the Hyde Street Pier improvements proposed in the Fisherman's Wharf Action Plan and the breakwater. The concerns specifically address requirements for the historic ship collection. These considerations would have no specific bearing on the proposed Comprehensive Plan Amendments treated in this report. Separate environmental evaluation will be required as specific development plans are proposed for the Hyde Street Pier and Pier 45. The Port has stated its intention to work with the GGNRA to reach mutually acceptable solutions for both projects.

### COMMENT

"We have reviewed the plan and find the uses proposed generally consistent with the San Francisco Bay Plan and Specific Area Plan No. 1: San Francisco Waterfront.

"As there are no specific plans for development within the planned area, we cannot state whether the type and amount of public access, the location of parking, services areas and provision of public improvement are adequate or whether any fill proposed is the minimum necessary. We will reserve further comment until definite project plans are developed." (Nancy Wakeman)

### RESPONSE

Environmental review will be performed at the time specific development plans are proposed. The San Francisco Bay Conservation and Development Commission will have the opportunity for review and comment on those documents when they become available.

URBAN DESIGN

Visual Aspects

COMMENT

"[We] need more explanation of how Wharf views will be affected. [We] need view diagrams - both for Jefferson and Taylor (Streets) and Telegraph Hill. Also [a] better explanation [is needed] of how views will open-up, if they will." (Susan Bierman)

RESPONSE

As specific development plans have not yet been proposed, detailed assessment of impact on views cannot be provided at this time. These would be prepared at the time of environmental review of the specific plan for Pier 45. The FWAP contains fairly specific design guidelines (see FWAP pp. 25-29). Specific view-related objectives and guidelines states:

"Design objectives stress the importance of existing views, and the need to create new viewing opportunities to the Bay and City. Development of Pier 45 should provide maximum public access at pier level; the public access should be an integral part of the pier development and should create varied and interesting open spaces. Buildings should be compatible in scale and form with those in the surrounding area, and provide public open space that is suitably exposed to sun, and protected from wind. Pedestrian movement should be along the pier edges and ends, as well as across the pier, creating an interesting and accessible at-grade open space network." (p. 25)

"The single story storage sheds adjacent to Fisherman's Wharf lagoon should be cleared to link the Pier 45 development to the lagoon and to create an active waterfront plaza of approximately one-half acre. ...Development on Pier 45 must define the plaza on at least two

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sides, protecting it from westerly winds, and maintaining desireable sun exposure and views to the City and Bay." (p. 28)

"Outlooks must be provided on the Bay end of the Pier as must a major wind protected park. The park, measuring at least 140 feet by 280 feet, will serve as open space relief between adjacent residential development and the Fisheries Center. The outlooks should be developed as extensions of the public interior space of the Fisheries Center, and connect directly to the promenades along the pier aprons." (p. 28)

"The massing and organization of the Pier 45 development must reflect the small scale character of the adjacent Fish Alley, as well as the linearity and clarity of the pier structures along the San Francisco waterfront. Building organization must ensure. . . orientation to desireable views.

In general, buildings should step down from the north side of the pier to the south. To preserve views from the Wharf to Alcatraz and the Bay, no development above 25 feet may be permitted within 500 feet of the end of the pier." (p. 28)

"A continuous sequence of at-grade open space must be provided along the center-line of the pier, and across the pier at maximum intervals no further than 200 feet apart." (p. 28)

"Because of Pier 45's prominent position on the Bay, it is important to ensure a visually attractive building mass. Buildings should be designed to step down from north to south, permitting generous views back to the city. . . as well as creating a visually diverse roofscape of terraces and galleries." (p. 28)

"Development (of the north face of the pier) will be permitted to be 40 feet in height, with forty percent of all fourth floor frontage set back a further 10 feet. . . The southern face of the pier will be. . . limited to 20 feet in height." (p. 29)

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The FWAP guidelines were created to prevent view blockage that could result from developing Pier 45. The roofline of the buildings could rise 2.5 feet higher than the peak of existing rooflines of the pier sheds on Pier 45 to a height of 40 feet as allowed by the existing zoning. The bayward portion of the Pier would have rooflines no higher than 25 feet, which is 15 feet lower than the height allowed by the existing zoning, and about 10 feet lower than most existing structures on the pier. In addition, the buildings would be separated by at-grade open-space breaks so that view blockage would be reduced from the existing conditions created by the continuous wall of the Pier sheds. The total mass of the buildings developed under FWAP guidelines would be less than that of the existing sheds. Detailed site inspection indicated that no views from restaurants or other public facilities at Fisherman's Wharf and from surrounding areas would be affected by the proposed development guidelines.

As noted in the DEIR, the restaurants at the Inner Lagoon have views focused on the immediate harbor area. These restaurants with views to the north have no scenic vistas of Alcatraz or Angel Island. Buildings constructed with rooflines to the maximum height limit would slightly reduce the amount of sky in the restaurants' views. Restaurants with views to the northwest and the Golden Gate would not be affected. Views from residences in the vicinity would not be affected. Most residences already have views blocked by existing structures or they are high enough to have no view obstruction by the proposed 40-ft. height limit.

Development of Pier 45 under FWAP guidelines would open up new vistas to the public. Few visitors currently walk along Pier 45; ongoing fishing industry and warehousing activities discourage casual visits by unauthorized members of the public. Following development under FWAP guidelines, the Pier would be made more accessible to the general public. Open space with vistas of Marin County, Alcatraz Island, San Pablo Bay, the east Bay and San Francisco would be provided around the entire perimeter of Pier 45.

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### COMMENT

"The visual design of any development should consider existing uses in businesses, as well as future plans for the area as a whole, and should seek significant citizen input in determining and approving the final development design." (Gelardi)

### RESPONSE

Visual and urban design considerations would be carefully monitored in the course of design for Pier 45 development. Any proposal for construction would be subject to at least the following types of design review: Port Commission evaluation of compliance with the objectives established in the FWAP; City Planning Department staff design and environmental review; City Planning Commission evaluation through conditional use or discretionary review powers prior to consideration of project approval; Bay Conservation and Development Commission Design Review Board endorsement; Art Commission Review; and public participation in any or all of the above reviews.

### TRANSPORTATION

#### Parking

### COMMENTS

". . . I would just like to point out to the Commission that there is what has been characterized to me by DKS Associates, which was the parking source for the parking information in that EIR, that there is what is essentially a typographical error. The parking lot at 350 Beach Street. . . is listed in that Draft EIR as having 480 parking places. It does not. It has 280 parking places.

"In addition, I believe the Draft EIR characterizes the total available parking in the area as 4,400 parking spaces, and the folks at DKS advise me that the reason for the discrepancy between that figure and the figure

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utilized by DKS in its base line study is because ESA counted some additional garages in it, and that the real figure, depending on sort of where you draw the block line, is closer to 4,000." (Duffy)

". . . On Page 26 where it talks about parking, that 480 then becomes 280, is that correct? (Karasick)

"We are in complete agreement with the Action Plan's suggested development of Pier 45 as it is consistent with the following uses: . . . Provision for adequate parking facilities which would recognize not only future development of the area and Fisherman's Wharf's dependence on the automobile for sixty-five percent (65%) or more of its current business, but also the fact that existing parking facilities are already in short supply."

"The Port Tenants Association sees several major areas which should be addressed by any development of Pier 45. First is the need for adequate parking facilities in an area which already presents poor on-street parking facilities. Any development proposal must appraise future as well as current needs for public parking, and must address the impact which any reduction in parking will have on customers of existing businesses. Merchants in the area are concerned with the possible loss of valet parking and other parking areas which have reasonable rates and are limited in time, thereby enhancing the area's ability to service large numbers of a transient population, particularly tourists.

"The development of residential use will further underline the need for additional parking in the area which is uniquely dependent on the automobile for a majority of its business. This problem must be considered in light of the economic stability of the entire area, and with the intention to avoid any further downgrading of the area's present atmosphere." (Gelardi)

### RESPONSE

The number of parking spaces for the 350 Beach Garage has been changed in Figure 8 (p. 26 of the draft EIR) from 480 to read 280 spaces. The Sheraton Hotel (300 spaces) was included in this list in error since these

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spaces are for hotel use only. The total number of parking spaces available for public use is 3,900.

The planning and development parameters for Pier 45 include the requirement that project parking be self-contained, that is, the project's parking demand must be satisfied on-site so as not to worsen parking demand in the vicinity. On p. 40 of the EIR it is estimated that development of Pier 45 would generate a demand for 800 parking spaces on weekdays and 730 spaces on Saturdays. This analysis assumes full buildout; a specific project would require additional environmental review. A condition of approval for a specific project could require meeting all parking demand on site or, if engineering or cost constraints preclude a large parking facility on Pier 45, could require developing a parking facility on a separate off-site location that would not displace existing parking or business uses. The proposed amendments to the Comprehensive Plan would also require that parking on Pier 45 be contained within a structure and that no exposed surface parking be allowed.

Pier 45 development, by providing all of its parking needs on-site or in a new location off-site, would not aggravate the parking demand in the vicinity. In addition, one of the mitigation measures which would be required of the developer of Pier 45 would be adequate off-street loading and service areas.

### Traffic

#### COMMENT

"... (I)n reviewing the Environmental Impact Report, I noted several statements regarding Pier 39 which, in my opinion, should be thoroughly investigated and researched before final acceptance of the Environmental Impact Report. Specifically, pages 24, 48 and 49 discuss traffic conditions at the intersection of Powell Street and The Embarcadero and the relationship to the operation of the Pier 39 Garage.

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"We are prepared to meet with all involved parties in order to discuss the situation and provide pertinent information." (Arko)

"After all the careful consultant studies re Pier 39, isn't the new proposal in conflict? Our traffic staff should look carefully at it for conflicts. Maybe "no hotel," should be the way to go, not allowing hotel use." (Bierman)

### RESPONSE

ESA staff met on April 12, 1983 with Mr. Arko to determine the nature of his concerns. Mr. Arko's chief concern was with respect to the access to the Pier 39 garage. Under the Fisherman's Wharf Action Plan proposed mitigation measures for circulation, the existing left turn lane on The Embarcadero at Powell Street would be eliminated and no left turn would be allowed. Thus, all access to the Pier 39 garage would have to be made by a right turn from Powell Street into the garage. As a consequence, cars would queue only on Beach Street in the right hand lane. This mitigation measure would eliminate the existing queuing on The Embarcadero but add to queuing on Beach Street.

Mr. Arko also expressed his desire to have the traffic signals on The Embarcadero synchronized. This is a matter which goes beyond the scope of the Fisherman's Wharf Action Plan. It is essentially a decision to be made by the San Francisco Department of Public Works.

The mitigation measures suggested in this report and the EIR that concern changes to streets and intersections would be implemented only after sufficient study by the Traffic Division of the Bureau of Engineering of the Department of Public Works (under whose jurisdiction such changes would reside). The specific changes proposed (as mitigation) to signalize the intersection of Powell and Jefferson Streets and The Embarcadero, re-structure traffic flow on Powell Street between Beach and Jefferson Streets, and add a travel lane to Beach Street between Embarcadero and Powell Street would affect access to the Pier 39 garage. The changes would also affect Muni because Muni uses the north side of Beach Street to park buses. Most likely, such changes would be the subject of meetings of the Interdepartment Study Committee on Traffic and Transportation (ISCOTT)

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which are attended by representatives of DPW, DCP, the Port, Muni and the SFPD. Potential transportation conflicts resulting from specific proposed uses outlined in FWAP would be resolved by ISCOTT.

The measure, as proposed, would return Powell Street to normal two-way use and would allow removal of the median that is currently necessary to separate the contra-flow garage lanes from Powell Street traffic. The garage queuing lane would be replaced by a curbside lane on Beach Street of equivalent or longer length. Access for the garage would be improved by Powell Street operating as a two way street.

When the North Point Park/Marina (Pier 39) development was proposed in 1975, plans were being discussed to close the Embarcadero to vehicular traffic between Grant and Powell Sts. to eliminate vehicle/pedestrian conflicts. As part of these plans traffic would then have been re-routed onto Beach and Powell Sts. Environmental impact analysis for the Pier 39 development evaluated transportation impacts in the vicinity with and without the Embarcadero (North Point Park/Marina, Final EIR, EE 75.368, certified August 26, 1976).

Without the Embarcadero, Beach St. would have experienced an increase in impacts that might have necessitated an additional lane in each direction. With continued two-way use of the Embarcadero, however, traffic would be more widely distributed, thus requiring no routing change or expansion in infrastructure (pp. 105-108 of the Pier 39 EIR).

As was done for the Pier 39 EIR, transportation analysis contained in the FWAP EIR projects traffic conditions in the area in 1985, with and without the proposed project. The methodology used in both analyses is consistent; in both cases a one percent annual increase in transportation demand was assumed to project what 1985 conditions would be. The incremental increase in impacts attributed to the respective projects were calculated separately and added to the 1985 projections. The existing conditions assumed in the FWAP EIR already include impacts created by the Pier 39 development. Thus the impacts described in this EIR, which

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include those from a 250 room hotel, represent a worst-case condition. Whether or not a hotel would be appropriate for Pier 45 development would be the decision of the San Francisco Port and City Planning Commissions.

### AIR QUALITY

#### COMMENT

"Monitoring of air quality would be best done in area, especially because so much traffic. (sic) But maybe it's not so bad because buildings are low and water is nearby. Please comment." (Bierman)

#### RESPONSE

The Bay Area Air Quality Management District (BAAQMD) has been contacted by the Director of City Planning to ascertain if it could monitor air quality downtown. Milton Feldstein, Air Pollution Control Officer at BAAQMD, responded in a letter to the Commission in which he discussed the current air quality measurements in San Francisco and other Bay Area cities. Mr. Feldstein indicated that the BAAQMD would be willing to cooperate with the City in setting up a monitoring program as part of an area-wide comprehensive program. Staff of the BAAQMD indicated that it could take as many as 15 monitors to properly monitor all of downtown San Francisco and that neither the district nor any individual consulting firms they have dealt with have this many monitors available at one time (telephone conversation, Lewis Robinson, Planner, April 7, 1983). If a monitoring program were to be funded by the City it would need to take place for at least three months between November and January. ABAG staff involved with a similar, smaller scale project in Oakland indicate that it would take about five months to establish locations for this many monitors (Irene Kan, Air Quality Analyst; telephone conversation, April, 1983). The issue has not been resolved to date; a decision to implement a downtown monitoring program will be based on a number of factors that will require additional study. Department of City Planning staff are continuing to discuss this matter with BAAQMD staff.

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The air quality analysis presented on pages 27-29 and 42-43 of the EIR is based on projections of the worst-case air quality conditions. The background carbon monoxide concentration assumed for the projections is a three-year average of the second-highest value recorded at the 900 23rd St. BAAQMD monitoring station. Data from this station are assumed to be representative of background concentrations in the downtown area (Sally Freedman, Planner, Bay Area Air Quality Management District, telephone conversation, May 18, 1982). Use of the three-year average avoids short-term weather-induced fluctuations, and the use of second-highest values produces an assumed background concentration much higher than average background values. The meteorological conditions assumed for the worst-case analysis, a combination of low wind speed, neutral atmospheric stability (poor dispersion), and overcast conditions are the worst conditions that could occur for carbon monoxide. The resulting worst-case situation has very low probability of occurring, particularly near Fisherman's Wharf because it is located along the waterfront and is characterized by good dispersion meteorology (see p. 29 of the EIR).

### NOISE

#### COMMENT

"The use of the Vacuum Fish Unloaders has apparently been popular at Pier 45 and each year several more have been operated. During the FWAP discussions, Eric Norgaard, Fisheries Consultant stated that this equipment would not be used in the modern unloading facility proposed for the extended Hyde Street Pier, with damage to fish and excessive noise being among the reasons for not using it.

"The noise level, as measured by Jack Ross of SF Department of Public Works, was 95 dB at 100 feet. (This is in the noise-realm of jack-hammers and small jet planes.) It is also loud enough to be a major disturbance to us on Russian Hill, at a distance of approximately 0.3 miles from Pier 45.

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"IF, per chance, the continued use of these unloaders were proposed at the Hyde Street location, with proposed residences about 200 feet away on Pier 45, I am afraid that these homes would be both unliveable and unsaleable." (Van Egri)

### RESPONSE

The Port has indicated that the use of Vacuum Fish Unloaders would be eliminated in the future if the Hyde Street Pier is developed.

### STAFF INITIATED TEXT CHANGES

The new language on page 50 of the EIR, 3rd paragraph now reads:

"FWAP implementation would result in increased automobile congestion at the intersection of Taylor and Jefferson Sts."

Reference to the Bay/Mason Street intersection was made in error; it was the Jefferson/Mason Street intersection that was intended. Neither the Jefferson/Mason nor The Embarcadero/Powell Street intersection should have been included in Chapter VI of the DEIR.

Though the implementation of FWAP would not alter the Level of Service (LOS) rating for the Jefferson/Mason Street intersection, which already experiences heavy congestion (see Table 3, Page 30 of the EIR), the EIR includes mitigation measures that would improve the Saturday LOS rating from "D" to "A" through the Mason Street extension between Jefferson and The Embarcadero, and signalization of The Embarcadero/Powell Street intersection. Similarly, signalization of The Embarcadero/Powell Street intersection as proposed in the mitigation chapter would improve the Saturday LOS rating from "F" to "D", which represents existing conditions, thus negating the impacts created by the implementation of FWAP (see page 48 of the EIR).

Since the mitigation measure clearly would eliminate these adverse conditions associated with the project, their reference in Chapter VI has been deleted.

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The following names have been added to the Distribution List:

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The following name has been deleted from the distribution list:

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## IX. EIR Authors

### IX. EIR AUTHORS AND CONSULTANTS; ORGANIZATIONS AND PERSONS CONSULTED

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XI. Certification Motion

● 81.694E

Fisherman's Wharf Action Plan (FWAP) Proposed Comprehensive Plan Amendments  
July 14, 1983

CERTIFICATION MOTION 9754M

ADOPTING FINDINGS RELATED TO THE CERTIFICATION OF A FINAL ENVIRONMENTAL IMPACT REPORT FOR AMENDMENTS TO THE COMPREHENSIVE PLAN PROPOSED BY THE FISHERMAN'S WHARF ACTION PLAN LOCATED AT FISHERMAN'S WHARF (north of Jefferson Street, between Pier 41 and Hyde Street Pier).

MOVED, that the San Francisco City Planning Commission ("Commission") hereby CERTIFIES the Final Environmental Impact Report identified as Fisherman's Wharf Action Plan (FWAP) Proposed Comprehensive Plan Amendments based upon the following findings:

1. The City and County of San Francisco, acting through the Department of City Planning ("Department") fulfilled all procedural requirements of the California Environmental Quality Act (Cal. Pub. Res. Code Section 21000 et seq., "CEQA"), the State CEQA Guidelines (Cal. Admin. Code Title 14, Section 15000 et seq., "CEQA Guidelines") and Chapter 31 of the San Francisco Administrative Code ("Chapter 31").

a. The Department determined that an EIR was required and provided public notice of the determination by publication in a newspaper of general circulation on July 9, 1982.

b. On February 4, 1983, the Department published the Draft Environmental Impact Report ("DEIR") and provided public notice in a newspaper of general circulation of the availability of DEIR for a public review and comment period of 45 days and of the date and time of the City Planning Commission public hearing on the DEIR; the notice was mailed to the Department's list of persons requesting such notice.

c. Notices of availability of the DEIR and of the date and time of the public hearing were posted near the project site by department staff on February 4, 1983.

d. On February 4, 1983, copies of the DEIR were mailed or otherwise delivered to a list of persons requesting it, to those noted on the distribution list in the DEIR, to adjacent property owners, and to other government agencies, the latter both directly and through the State Clearinghouse.

e. Notice of Completion was filed with the State Secretary of Resources via the State Clearinghouse on February 4, 1983.

f. The State Clearinghouse established a public review period (from February 7, 1983 to March 21, 1983) and submitted comments from State agencies within that period.

2. The City Planning Commission held a duly advertised public hearing on said Draft Environmental Impact Report on March 10, 1983, at which opportunity was given for, and public comment received on the DEIR.

3. The Department prepared responses to comments on environmental issues received at the public hearing and in writing during the public review period, prepared additions to the text of the DEIR in response to comments received or based on additional information that became available during the public review period, and corrected errors in the DEIR. This material was presented in a "Draft Summary of Comments and Responses," published on July 1, 1983, was distributed to the Commission and to all parties who commented on the DEIR, and was available to others upon request at Department offices.

4. A Final Environmental Impact Report has been prepared by the Department, based upon the Draft Environmental Impact Report, any consultations and comments received during the review process, any additional information that became available, and the Summary of Comments and Responses, all as required by law.

5. Project Environmental Impact Report files have been made available for review by the City Planning Commission and the public and these files are part of the record before the Commission.

6. On July 14, 1983 the Commission reviewed the Final Environmental Impact Report and found that the contents of said report and the procedures through which the Final Environmental Impact Report was prepared, publicized and reviewed comply with the provisions of the California Environmental Quality Act, the Guidelines of the Secretary for Resources and Chapter 31 of the San Francisco Administrative Code.

7. The City Planning Commission hereby does find that the Final Environmental Impact Report concerning 81.694E ± FWAP Proposed Comprehensive Plan Amendments is adequate, accurate and objective, and that there are no significant revisions to the Draft Environmental Impact Report, and does hereby CERTIFY THE COMPLETION of said Final Environmental Impact Report in compliance with the California Environmental Quality Act and the State Guidelines.

8. The Commission, in certifying the completion of said Final Environmental Impact Report, hereby does find that the proposed project to be presented to the Planning Commission for consideration and approval will have a significant effect on the environment in that full buildout of Pier 45 under FWAP would further contribute to weekday and weekend transit use on MUNI; increase peak period pedestrian traffic on Jefferson Street, particularly at the Jefferson/Taylor Street intersection; and increase automobile congestion at the Taylor/Jefferson Street intersection.

I hereby certify that the foregoing Motion was ADOPTED by the City Planning Commission at its regular meeting of July 14, 1983.

Lee Woods, Jr.,  
Secretary

AYES : Commissioners Bierman, Karasick, Klein, Nakashima, Rosenblatt and Salazar  
NOES ± None  
ABSENT ± Commissioner Nothenberg  
PASSED ± July 14, 1983

## XII. Appendices

### XII. APPENDICES

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# OBJECTIVES AND POLICIES

**OBJECTIVE 1:** TO MAINTAIN AND ENHANCE FISHERMAN'S WHARF AS A CENTER FOR THE COMMERCIAL FISHING INDUSTRY AND TO MAINTAIN ITS AUTHENTIC MARITIME CHARACTER.

**Policy 1:** Reserve Fish Alley (Seawall Lots 302 and 303, the portion of the Hyde Street Pier not leased to the GGNRA, Wharfs J-1 through J-10 and Piers 47A and B), for uses related to the commercial fishing industry and businesses which provide services to the fishing fleet. East of Leavenworth Street allow a fish market for the retail sale of fish and grocery-type products. Allow fishing establishments to retail fresh fish and fish food products processed in Fish Alley on a 15-foot arched area along Jefferson Street within the leasehold without encroaching upon the sidewalk. Do not permit changes of use to commercial recreational and public assembly uses, such as restaurants, cafes, specialty shops, hotels, boatels, theaters, concert halls, galleries, amusements, night clubs, and cabarets as well as commercial offices (not related to the fishing industry) and residential uses.

## XII. Appendices

### APPENDIX A

on Pier 45 and for berthing along its entire length. Provide adequate truck access and loading areas. Parking will not be allowed except for fish handling. Design the pier to accommodate both viewing and public access areas along its west side and allow for the extension of a breakwater for the shelter of the historic ships. Provide additional breakwater protection along the end of Pier 45 not on solid fill to create a sheltered water area between the Hyde Street Pier and Pier 45.

Maintain and enhance berthing for fishing vessels in the inner and outer lagoons and in the sheltered basin created between an extended Hyde Street Pier and Pier 45.

Encourage the establishment of a Fisheries Research and Training Center for the training of fishermen and processors as well as the education of consumers.

**OBJECTIVE 2:** TO IMPROVE THE OVERALL ECONOMIC CONDITION AND ENVIRONMENTAL QUALITY OF THE WHARF AND TO ENHANCE ITS ATTRACTIVENESS FOR RESIDENTS AS WELL AS TOURISTS

**Policy 1:** Limit additional commercial recreational development, such as restaurants, entertainment and specialty retail uses in the Fisherman's Wharf area (between Pier 39 and Fort Mason

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and from Bay Street to the bay), because of the existing heavy concentration of these uses and peak period congestion.

**Policy 2:** Balance existing commercial recreational and public assembly uses which generate the most activity in the summer, on week-ends and during the evening, with uses such as residences and offices, that would generate activity during other periods, thereby promoting the vitality and year-round use of the area without substantially contributing to congestion.

of the plaza for exclusive pedestrian use. Provide short-term parking to serve the restaurants and other port tenants. Provide restroom facilities and public amenities serving existing businesses in Fisherman's Wharf.

- Policy 3:** Develop Pier 45 as a mixed-use predominantly residential complex that helps to achieve Citywide objectives for housing and at the same time creates a quality environment with enhanced public access and views to the bay. Design and program pier development to encourage the use of public transit, minimizing auto traffic to and from the pier. Limit parking to the minimum necessary for uses on the pier, and locate parking below pier level and out of public view. The development of Pier 45 will be contingent upon the development of the Hyde Street Pier/-Breakwater.
- Policy 4:** Improve Seawall Lots 300 and 301 as a parking plaza appropriate as a visual terminus to the Embarcadero roadway and gateway to the Wharf. Within this plaza, in addition to parking, accommodate seasonal events designed to bring residents to the Wharf during off-season periods. Set aside portions
- Policy 5:** In conformance with BCDC policies, enhance public access and views to the Bay on Piers 43 and 43 1/2 and remove parking over water. Improve pedestrian movement along the shoreline. Remove the obsolete wooden fenders along the edges of Piers 43 and 43 1/2 and do not permit new structures which block views to the Bay. Preserve the bulkhead arch between Piers 43 and 43 1/2 as a prominent landmark. Allow the use of water areas adjacent to these piers for the mooring of historic vessels in conformance with BCDC guidelines. Prohibit the use of this or any other area in Fisherman's Wharf for helicopters and STOL ports. Do not permit new fill, except for existing tour boats, ferries and new public access to the Bay.
- Policy 6:** Improve the pedestrian environment along Jefferson Street, widen sidewalks by removing on-street parking and adopt guidelines for ground floor arcades and building facade design adjacent to the public right-of-way. Do not permit uses or objects on the sidewalk which obstruct pedestrian movement.
- Policy 7:** Adopt a sign ordinance which will improve the image and visual appearance of Fisherman's Wharf.

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**OBJECTIVE 3:** TO DEVELOP A TRANSPORTATION SYSTEM WHICH IMPROVES ACCESS FOR PEOPLE AND GOODS TO AND AROUND THE FISHERMAN'S WHARF AREA WHILE MINIMIZING THE ADVERSE ENVIRONMENTAL IMPACTS ON THE AREA.

**Policy 1:** Improve the roadway system to facilitate truck access and loading for the commercial fishing industry, to discourage through-traffic from entering the area, to divert as much auto traffic as possible before reaching the water's edge and areas of intense pedestrian activity, and to improve the clarity of the circulation system.

**Policy 2:** Minimize the intensity of automobile traffic and discourage uses which rely heavily on the automobile for their success and generate automobile traffic.

**Policy 3:**

Strictly control additional parking facilities and locate them as far inland as possible to intercept traffic before reaching the water's edge and areas of intense pedestrian activity. Prohibit the development of parking facilities over water, except for the minimum amount required for fish handling. Discourage vehicular access to parking facilities from Jefferson Street. Remove on-street parking on Jefferson, The Embarcadero and Taylor from Beach to The Embarcadero. Establish innovative parking management in existing parking areas, including the use of a common validation system and permit parking for the fishing industry.

**Policy 4:** Support the development of the proposed "E"-line on an exclusive right-of-way linking this area to the Financial District, Downtown and the South of Market areas. Extend additional transit lines, improving frequency, speeds, hours of operation, and providing clearly identified loading areas and routes. Establish a shuttle bus to improve linkages with the downtown.

## APPENDIX B: VEHICULAR LEVELS OF SERVICE

Level of Service	Description	Volume/Capacity* v/c Ratio
A	Level of Service A describes a condition where the approach to an intersection appears quite open and turning movements are made easily. Little or no delay is experienced. No vehicles wait longer than one red traffic signal indication. The traffic operation can generally be described as excellent.	0.60
B	Level of Service B describes a condition where the approach to an intersection is occasionally fully utilized and some delays may be encountered. Many drivers begin to feel somewhat restricted within groups of vehicles. The traffic operation can be generally described as very good.	0.61-0.70
C	Level of Service C describes a condition where the approach to an intersection is often fully utilized and back-ups may occur behind turning vehicles. Most drivers feel somewhat restricted, but not objectionably so. The driver occasionally may have to wait more than one red traffic signal indication. The traffic operation can generally be described as good.	0.71-0.80
D	Level of Service D describes a condition of increasing restriction causing substantial delays and queues of vehicles on approaches to the intersection during short times within the peak period. However, there are enough signal cycles with lower demand such that queues are periodically cleared, thus preventing excessive back-ups. The traffic operation can generally be described as fair.	0.81-0.90
E	Capacity occurs at level of service E. It represents the most vehicles that any particular intersection can accommodate. At capacity there may be long queues of vehicles waiting up-stream of the intersection and vehicles may be delayed up to several signal cycles. The traffic operation can generally be described as poor.	0.91-1.00
F	Level of Service F represents a jammed condition. Back-ups from locations downstream or on the cross street may restrict or prevent movement of vehicles out of the approach under consideration. Hence, volumes of vehicles passing through the intersection vary from signal cycle to signal cycle. Because of the jammed condition, this volume would be less than capacity.	1.00

\* Capacity is defined as Level of Service E.

SOURCE: San Francisco Department of Public Works, Traffic Division, Bureau of Engineering, 1965.

## APPENDIX C: SAN FRANCISCO AIR POLLUTANT SUMMARY 1979-1981

STATIONS: 939 Ellis Street (1979) and 900 23rd Street (1980-81), San Francisco

<u>POLLUTANT:</u>	<u>STANDARD</u>	<u>1979</u>	<u>1980</u>	<u>1981</u>
OZONE ( $O_3$ ) (Oxidant)				
1-hour concentration, ppm /a/				
Highest hourly average (0.10) /b/	0.12 /c,d/	0.08	0.09	0.07
Number of standard excesses state		0	0	0
Expected Annual Excess (national) /d/		0	0	0
CARBON MONOXIDE (CO)				
1-hour concentration (ppm)				
Highest hourly average	35 /c/	20	10	8
Number of standard excesses		0	0	0
8-hour concentration (ppm)				
Highest 8-hour average	9 /c/	13.8	7.5	5.3
Number of standard excesses		1	0	0
NITROGEN DIOXIDE ( $NO_2$ )				
1-hour concentration (ppm)				
Highest hourly average	0.25 /b/	0.16	0.17	0.11
Number of standard excesses		0	0	0
SULFUR DIOXIDE ( $SO_2$ )				
24-hour concentration (ppm)				
Highest 24-hour average	0.05 /b/	0.034	0.018	0.016
Number of standard excesses/e,f/		0	0	0
TOTAL SUSPENDED PARTICULATE (TSP)				
24-hour concentration ( $\mu g/m^3$ /g/)				
Highest 24-hour average	100 /b/	117	173	103
Number of standard excesses/f/		1	6	1
Annual concentration ( $\mu g/m^3$ )				
Annual Geometric Mean	60 /b/	42.0	52.1	56.0
Annual standard excess		No	No	No
LEAD				
Calendar quarter concentration ( $mg/m^3$ )				
Highest quarterly average	1.5 /c/	0.95	0.53	0.35
Number of standard excesses		0	0	0

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APPENDIX C (continued)

/a/ ppm: parts per million.

/b/ National standard, not to be exceeded more than once per year (except for annual standards which are not to be exceeded).

/c/ The national ozone standard was revised from 0.08 ppm to 0.12 ppm in January 1979. The number of excesses shown in parentheses is of the old 0.08 ppm standard in effect at the time. Expected Annual Excess is a three-year average of annual excesses of the new 0.12 ppm standard.

/d/ California standard, not to be equaled or exceeded.

/e/ The sulfur dioxide standard is considered to be exceeded only if there is a concurrent excess of the state ozone or suspended particulate standards at the same station. Otherwise, the national standard of 0.14 ppm applies.

/f/ Number of observed excess days (measurements taken once every six days).

/g/ ug/m<sup>3</sup>: micrograms per cubic meter.

SOURCE: BAAQMD, Air Pollution in the Bay Area by Station and Contaminant; and CARB, California Air Quality Data.

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**Relation Between the Proposed FWAP and the Existing Northeastern Waterfront Plan and BCDC Special Area Plan 1**

**PROPOSED ACTION**

**OBJECTIVE 1:**

TO MAINTAIN AND ENHANCE FISHERMAN'S WHARF AS A CENTER FOR THE COMMERCIAL FISHING INDUSTRY AND TO MAINTAIN ITS AUTHENTIC MARITIME CHARACTER.

**APPLICABLE POLICIES**

Directly conforms to Objective 1, Policy 4 of the Maritime/Industrial Element and Objective 1, Policy 1 for the Fisherman's Wharf Sub-Area of the City of San Francisco's Plan for the Northern Waterfront, adopted January 19, 1977, (hereafter referred to as the NEW). "Encourage the retention and expansion of the commercial fishing and related industries in Fisherman's Wharf..."

**POLICY 1:**

Reserve Fish Alley for uses related to the commercial fishing industry and businesses which provide services to the fishing fleet.

Directly conforms to Objective 1, Policy 4 of the Maritime Industrial Element of the NEW and Policy #1 of the Bay Conservation and Development Commission's Special Area Plan No. 1 for the San Francisco Waterfront (hereafter referred to as SAP 1) concerning Fish Alley, "Fish Alley facilities should be improved and expanded to serve the commercial fishing fleet and to maintain and enhance the area as a center for commercial fishing..." and Recommendation No. 1 concerning Fish Alley of the SAP 1. "The existing wharves...should be modernized and improved for fish processing, marine repair and supply,..."

East of Leavenworth Street allow a fish market for the retail sale of fish and grocery-type products. Allow fishing establishments to retail fresh fish and fish food products processed in Fish Alley...

Directly conforms to Objective 1, Policy 1 of the General Land Use Element of the NEW. "Accommodate where appropriate, additional activities which will strengthen the predominant economic functions of each sub-area of the Northeastern Waterfront."

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Do not permit changes of use to commercial recreational and public assembly uses, such as restaurants, cafes, specialty shops, hotels, boatels, theaters, concert halls, galleries, amusements, night clubs, and cabarets as well as commercial offices (not related to the fishing industry) and residential uses.

Partly conforms to Objective 2, Policy 2 of the Fisherman's Wharf sub-area in the NEW. "Limit additional commercial recreation and public assembly development such as restaurants, entertainment and specialty shops in the Fisherman's Wharf area west of Powell St..."

### POLICY 2

Build a new Hyde Street Pier/Breakwater of up to 3-1/2 acres in size with offloading and fish handling facilities, fuel dock, ice house, net loft, cold storage, and other fishing uses.

Directly conforms to Objective 1, Policy 1 for the Fisherman's Wharf subarea in the NEW; "Encourage the retention and expansion of the commercial fishing and processing industry and businesses which provide services to the fishing fleet through construction of a new breakwater in the general area of the Hyde Street Pier..." and Policy 3 for Fish Alley in SAP 1. "A breakwater between the Hyde Street Pier and Pier 45 should be permitted if a breakwater will: (b) significantly enhance the Fish Alley as a center for commercial fishing activities.

NOTE: BCDC plans for a breakwater on Fish Alley between the Hyde St. Pier and Pier 45 and does not specifically designate an extension of the Hyde St. Pier as the proposed site.

Provide space on the pier (new Hyde Street Pier) for the relocation of fishing uses presently found on Pier 45.

Directly conforms to Objective 2, Policy 3 of the Maritime/Industrial element of the NEW "Assist in the relocation...of industries which are forced to move by market conditions or public action." and partly conforms with Objective 1, Policy 2 of the Maritime/Industrial Element of the NEW. "Continue maritime activities on Pier 45...as long as practical. When and if it is determined that (this) pier (is) not needed for maritime use, improvement plans should be adopted...and appropriate amendments made in this Plan."

Provide adequate truck access and loading areas.

Directly conforms to Objective 3, Policy 1, for the Fisherman's Wharf subarea of the NEW. "Improve the roadway system to facilitate truck access to the fishing industries..."

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Parking will not be allowed except for fish handling.

Directly conforms to Policy 3 of the SAP 1 concerning the Hyde St. Pier.  
"No parking should be allowed on new or replacement fill at the Hyde St. Pier, unless it is necessary for fish processing activities."

Design the pier to accommodate both viewing and public access areas along its west side.

Directly conforms to Policy 7 of the Recreation/Open Space Element of the NEW. "Provide as much public open space and periphery access as is feasible in areas of maritime activity without seriously interfering with the operation of this activity." and the Public Access Policy of SAP 1, "...any project built either on fill or on the shoreline must provide public access to the maximum extent feasible." and Provision (b), Criteria 1 in The City Planning Code Sec. 240.1 Northern Waterfront Special Use District No. 1, "Provision to the extent feasible, along the sea wall and along the perimeter of Piers and platforms, or Public Access and of open spaces available for public use and suitable for viewing purposes...."(hereafter referred to as Section 240.1 (b)

And allow for the extension of a breakwater for the shelter of the historic ships. Provide additional breakwater protection along the end of Pier 45 not on solid fill to create a sheltered water area between the Hyde Street Pier and Pier 45.

No applicable policies in either the NEW or the SAP 1.

Maintain and enhance berthing for fishing vessels in the inner and outer lagoons and in the sheltered basin created between an extended Hyde Street Pier and Pier 45.

Directly conforms with Policy 1 covering Fish Alley in the SAP 1, "...Improved berthing, docking, and related facilities for commercial fishing boats,..., should be permitted."

Encourage the establishment of a Fisheries Research and Training Center for the training of fishermen and processors as well as the education of consumers.

No applicable policy in either the SAP 1 or the NEW.

**OBJECTIVE 2:**

TO IMPROVE THE OVERALL ECONOMIC CONDITION AND ENVIRONMENTAL QUALITY OF THE WHARF AND TO ENHANCE ITS ATTRACTIVENESS FOR RESIDENTS AS WELL AS TOURIST.

Directly conforms to Objective 1 in the General Land Use Element of the NEW, "To develop and maintain activities that will contribute significantly to the City's economic vitality and provide additional activities that strengthen the predominant uses in each sub area of the Northeastern Waterfront, while limiting the concentration to preserve the environmental quality the area."

**POLICY 1**

Limit additional commercial recreational development, such as restaurants, entertainment and specialty retail uses in the Fisherman's Wharf area, because of the existing heavy concentration of these uses and peak period congestion.

Directly conforms with Objective 2, Policy 1 of the General Land - Use Element of the NEW, "Limit additional uses which generate a concentration of activity during the same peak periods, in areas which are heavily impacted with such uses."

**POLICY 2**

Balance existing commercial recreational and public assembly uses which generate the most activity in the summer, on week-ends and during the evening, with uses such as residences and offices, that would generate activity during other periods, thereby promoting the vitality and year-round use of the area without substantially contributing to congestion.

Directly conforms to Objective 2, Policy 3 of the General Land - Use Element of the NEW, "Encourage land uses having different peak periods of activity...to contribute to the area's diversity, to expand that period of use, to decrease peak period traffic congestion....." and Objective 2, Policy 4 of the Fisherman's Wharf Sub-Area in the NEW, "Balance existing commercial recreation and public assembly uses which generate the most activity in summer,...with uses,...that would generate activity during other periods, thereby promoting the vitality and use of the area without substantially contributing to congestion...."

**POLICY 3**

Develop Pier 45 as a mixed-use predominantly residential complex that helps to achieve Citywide objectives for housing and at the same time creates a quality environment...

Directly conforms with Recommendation 1 of the SAP 1 covering Pier 45, "Preferred uses that could be developed on this pier are: (a) walkable public open space (b) Residential development (c) Neighborhood commercial. Uses that could be included with the above are: (a) hotel (b) office space and (c) general retail commercial" directly conflicts with Objective 1, Policy 2 of the Fisherman's Wharf Sub-area Element of the NEW,

## XII. Appendices

"...Prohibit commercial office (not related to the fishing industry), hotel, and residential uses on Pier 45."

NOTE: The Northern Waterfront Element of the City Comprehensive (1969), Proposal 2 of the Fisherman's Wharf Sub-area indicated "Expansion of retail....and housing onto Pier 45."

### POLICY 3, continued:

... with enhanced public access and views to the bay.

Directly conforms to Policy 3 of the Pier 45 section of SAP 1, "Development of Pier 45 should provide maximum public access...and Recommendation 3 of SAP 1 covering Pier 45, "development on Pier 45 should open views of the Bay..." and the Public Access Policy of SAP 1, "...any project built either on fill or on the shoreline must provide public access to the maximum extent feasible" and Policy 4 of the Recreation/Open Space Element of the NEW, "Encourage and provide open space and public recreation facilities as part of any development, to provide facilities for people residing and working in the Northeastern Waterfront and in adjoining neighborhoods." and Sec. 240.1 (b) of the City Planning Code.

Design and program pier development to encourage the use of public transit, minimizing auto traffic to and from the pier. Limit parking to the minimum necessary for uses on the pier, and locate parking below pier level and out of public view. The development of Pier 45 will be contingent upon the development of the Hyde Street Pier/Breakwater.

Directly conforms to Recommendation 2 of the SAP 1 covering Pier 45, "Development on Pier 45 should minimize automobile traffic to and from the pier and the need for parking on the pier. Public transit should be encouraged."

### POLICY 4

Improve Seawall Lots 300 and 301 as a parking plaza appropriate as a visual terminus to the Embarcadero roadway and gateway to the Wharf. Within this plaza, in addition to parking, accommodate seasonal events designed to bring residents to the Wharf during off-season periods. Set aside portions of the plaza for exclusive pedestrian use. Provide short-term parking to serve the restaurants and other Port tenants. Provide restroom facilities and public amenities serving existing businesses in Fisherman's Wharf.

Directly conforms to Recommendation 1 concerning Seawall Lot 301 in the SAP 1, "Seawall Lot 301 should be developed (as) a major urban plaza at the foot of Taylor Street" and partly conforms to Figure 4, Possible Public Access and Open Space Improvements of the NEW. In the NEW, Seawall Lot 300 was intended for primarily bus and transit uses which is not included in the FWAP.

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### POLICY 5

In conformance with BCDC policies, enhance public access and views to the Bay on Piers 43 and 43 1/2 and remove parking over water.

Improve pedestrian movement along the shoreline.

Remove the obsolete wooden fenders along the edges of Pier 43 and 43 1/2 and do not permit new structures which block views to the Bay.

Preserve the bulkhead arch between Pier 43 and 43 1/2 as a prominent landmark.

Allow the use of water areas adjacent to these piers for the mooring of historic vessels in conformance with BCDC guidelines.

Prohibit the use of (Pier 43 1/2) or any other area in Fisherman's Wharf for helicopters and STOL ports.

Do not permit new fill, except for existing tour boats, ferries and new public access to the Bay.

### POLICY 6

Improve the pedestrian environment along Jefferson Street, widen sidewalks by removing on-street parking and adopt guidelines for ground floor arcades and building facade design adjacent to the public right-of-way. Do not permit uses or objects on the sidewalk which obstruct pedestrian movement.

### POLICY 7

Adopt a sign ordinance which will improve the image and visual appearance of Fisherman's Wharf.

Directly conforms with Recommendation 1 of the SAP 1 covering Piers 43 and 43 1/2, "...Parking on these piers should be phased out within five years."

Directly conforms to Policy 6 of the Recreation/open space Element of the NEW. and sec. 240.1 (b) 1 of The City Planning Code.

Directly conforms to the objective of the Recreation/Open Space Element, "To strengthen and expand the recreation character,...and establishes an overall waterfront character of openness of views,...."

Directly conforms to Policy 10 of the Urban Design Element of the NEW, "consider retention of the arched building structure which exist at the entrance to most piers...."

Directly conforms to Recommendation 1 of the SAP 1 covering Piers 43 and 43 1/2, "Present uses may be maintained on the existing pier structures...."

No applicable policy in either the SAP 1 or the NEW.

Directly conforms to Policy 1 of the SAP 1 section covering Piers 43 and 43 1/2, "No new fill should be permitted except to maintain present uses, including tour boats, ferries and public access to the Bay."

Conforms to Objective 1, Policy 8 of the Transportation Element of NEW, "...provide promenades and walkways of sufficient width to accommodate comfortably the movement of pedestrians throughout the Northern Waterfront"

Directly conforms to Objective 1, Policy 4 of the Fisherman's Wharf Sub-Area Element of the NEW, "...Require that any identification signs be subdued and harmonious with this (area's historic maritime) character".

### OBJECTIVE 3

TO DEVELOP A TRANSPORTATION SYSTEM WHICH IMPROVES ACCESS FOR PEOPLE AND GOODS TO AND AROUND THE FISHERMAN'S WHARF AREA WHILE MINIMIZING THE ADVERSE ENVIRONMENTAL IMPACTS ON THE AREA.

### XII. Appendices

Directly conforms to Objective 3 of the Fisherman's Wharf Sub-area of the NEW, "to develop a transporation system which improves access for people and goods to and around the Fisherman's Wharf Area while minimizing the adverse environmental impacts on the area"

#### POLICY 1

Improve the roadway system to facilitate truck access and loading for the commercial fishing industry, to discourage through-traffic from entering the area, to divert as much auto traffic as possible before reaching the water's edge and areas of intense pedestrian activity, and to improve the clarity of the circulation system.

Directly conforms to Objective 1, Policy 1 of the Fisherman's Wharf Sub-Area Element of the NEW. "Improve the roadway system to facilitate truck access and loading for the commercial fishing industry, to discourage through-traffic from entering the area, to divert as much auto traffic as possible before reaching the water's edge and areas of intense pedestrian activity,..."

#### POLICY 2

Minimize the intensity of automobile traffic and discourage uses which rely heavily on the automobile for their success and generate automobile traffic.

Directly conforms to Objective 1, Policy 2 of the Fisherman's Wharf Sub-Area Element of the NEW, "minimize the intensity of automobile activity and discourage or prohibit uses which rely heavily on the automobile for success, generate automobile traffic, and require large amounts of additional parking.

#### POLICY 3

Strictly control additional parking facilities

Directly conforms to Objective 1, Policy 3 of the Transportation Element of the NEW, "Limit additional parking facilities in the Northeastern Waterfront..."

Locate them as far inland as possible to intercept traffic before reaching the water's edge and areas of intense pedestrian activity.

Directly conforms to Objective 1, Policy 1 of the Transportation Element of the NEW, "Intercept and divert as much automobile traffic as feasible away from the water's edge and areas of intense pedestrian activity..."

Prohibit the development of parking facilities over water, except for the minimum amount required for fish handling.

Directly conforms to Objective 1, Policy 5 of the Transportation Element of the NEW, "Prohibit parking over water...in the Fisherman's Wharf area..." and Policy 3 of the SAP 1 governing the Hyde St. Pier , "No parking should be allowed on new or replacement fill at the Hyde St. Pier, unless it is necessary for fish processing activities."

## XII. Appendices

Discourage vehicular access to parking facilities from Jefferson Street.

Directly conforms to Objective 3, Policy 2 of the Fisherman's Wharf Sub-Area of the NEW, "...Discourage vehicular access to parking facilities from Jefferson St."

Remove on-street parking on Jefferson, The Embarcadero and Taylor from Beach to The Embarcadero.

Directly conforms to Objective 1, Policy 7 of the Transportation Element of the NEW, "Remove or relocate inland those existing parking facilities on or near the water's edge or within areas of intense pedestrian activity."

Establish innovative parking management in existing parking areas, including the use of a common validation system and permit parking for the fishing industry.

No comparable policy or recommendation in either the NEW or SAP 1.

### POLICY 4

Support the development of the proposed "E"-line on an exclusive right-of-way linking this area to the Financial District, Downtown and the South of Market areas. Extend additional transit lines, improving frequency, speeds, hours of operation, and providing clearly identified loading areas and routes. Establish a shuttle bus to improve linkages with the downtown.

Directly conforms to Objective 3, Policy 3 of the Fisherman's Wharf Sub-Area of the NEW, "facilitate access into and within the Fisherman's Wharf area by transit through the provision of exclusive rights-of-way and other preferential treatment, through the extension of additional transit lines, improving frequency, speed, hours of operation, and providing clearly identified loading areas and routes. Establish a rail/bus transit line on Jefferson and Beach Streets, providing access to the Ferry Building and the South of Market area. Extend the Powell and Mason Cable Car line on Taylor Street to a location north of Jefferson St."

Summary by Section in the FWAP:Fish Alley

The objectives and policies for Fish Alley directly conforms to the Policies of the NEW and the SAP 1. For details see discussion on Objective 1, Policy 1 of the FWAP (p. 2).

Building Design

"In order to retain the scale and form of Fish Alley and to preserve views from adjacent areas, exterior building walls shall not be greater than 20 feet in height. Sloping roofs will be permitted to exceed this height up to a ridge line of 25 feet. These guidelines will also apply to new buildings in the Hyde Street Pier."

Directly conforms to Policy 1 of the Urban Design Element of the NEW, "Preserve the physical form of the Waterfront...by maintaining low structures near the water...."conflicts with the height designation (40-X) for the area. The 40-X designation allows building up to a height of 40 feet.

Views and Public Access in Fish Alley

The Public Access and views guidelines in Fish Alley are in agreement with the Objectives and Policies of the NEW and SAP 1. See discussion of Objective 1, Policy 1, (p.2).

Truck Access, Loading and Parking

The guidelines and proposals for this section directly conform to Objective 3, Policy 1 of the Fisherman's Wharf Sub-Area in the NEW, "Improve the roadway to facilitate truck access to the fishing industries..." and Policy 3 of the SAP 1 concerning the Hyde St. Pier, "No parking should be allowed on new or replacement fill at the Hyde St. pier unless it is necessary for fish processing activities." No applicable policies or codes were found in the City Planning Code dealing with the specific elements of the plan. See discussion of Objective 1, Policy 2, (p. 3).

The Inner and Outer Lagoons

Directly conforms to Policies in the SAP 1 covering Fish Alley "...Improved berthing docking, and related facilities for commercial fishing boats,... should be permitted" and the General Policies of the SAP 1 governing Sports Fishing and Public Access

Wharf J-7 and J-8

Directly conforms to Policy 1 of the SAP 1 covering Fish Alley (see above,) and the General Public Access Policy of the SAP 1.

Hyde Street Pier

Directly conforms to the Policies of the NEW and the SAP 1. For details see discussion on Objective 1 Policy 2 of the FWAP (p. 3). In addition to conforming to the Policies to the policies discussed there the pier breakwater construction would comply with general BCDC policies concerning fill.

Pier 45

Directly conforms to some Policies and Objectives of the NEW and the SAP 1; however, also conflicts with Objective 1, Policy 2 of the NEW. For details see discussion of Objective 2, Policy 3 of the FWAP (p. 5-6). In addition the criteria for building design contained in this section are a refinement, more detailed than the applicable codes and restrictions and do not directly conflict with any of these codes.

Parking Plaza Area

Partly conforms with Policies in the NEW and SAP 1. For Policies in conformance see discussion of Objective 2, Policy 4 (p. 4). A design element of the NEW (Figure 5: Possible Improvements - Fisherman's Wharf Plaza) is not incorporated into the FWAP. The eastern portion of the Plaza, Seawall Lot 300, between Mason and Powell Streets was intended to be primarily for buses and transit. Parking on the Plaza area was to have been limited to the western portion between Taylor and Mason Streets. The FWAP designates the entire area for parking and public plaza.

Circulation Improvements

Directly conforms to the Policies of the NEW and SAP 1. For details see discussion of Objective 2, Policy 6 (p. 7).

Piers 43 and 43-1/2

Directly conforms to the Policies of the NEW and SAP 1. For details see discussion of Objective 2, Policy 5 (p. 7).

Jefferson Street

Directly conforms to Policies of the NEW and SAP 1. For details see discussion of Objective 3, Policies 3 and 4 of the FWAP (p. 8-9). The content of the Design and Development Guidelines are intended as a detailed refinement of the existing 40-foot height limit and are intended to maintain the fine scale and diverse texture of Fisherman's Wharf.

Sign Ordinance

Directly conforms to Policies of the NEW. For details see discussion of Objective 2, Policy 7 of the FWAP (p. 7). Directly conflicts with Sec. 607(e)2 of the City Planning Code which allows flashing lights in the Fisherman's Wharf area.



# DEPARTMENT OF CITY PLANNING

450 McAllister St. - 5th Floor  
San Francisco, CA 94102  
(415) 558-5261

NOTICE THAT AN  
ENVIRONMENTAL IMPACT REPORT  
IS DETERMINED TO BE REQUIRED

Date of this Notice: July 9, 1982

Lead Agency: City and County of San Francisco, Department of City Planning  
450 McAllister St., San Francisco CA 94102

Agency Contact Person: Diane Oshima

Tel: (415) 558-5261

Project Title: 81.694E  
Fisherman's Wharf Action Plan (FWAP)  
Proposed Comprehensive Plan Amendments

Project Sponsor: SF Port Authority  
Project Contact Person: Tony Taormina

Project Address: Fisherman's Wharf, north of Jefferson St. between Pier 41 and Hyde  
Assessor's Block(s) and Lot(s): St. Pier

City and County: San Francisco

Project Description: Five proposed text amendments to the Comprehensive Plan for  
the City and County of San Francisco to establish consistency between the proposed  
FWAP and the Northeastern Waterfront Plan, which is an adapted element of the  
Comprehensive Plan.

THIS PROJECT MAY HAVE A SIGNIFICANT EFFECT ON THE ENVIRONMENT AND AN ENVIRONMENTAL  
IMPACT REPORT IS REQUIRED. This determination is based upon the criteria of the  
Guidelines of the State Secretary for Resources, Sections 15081 (Determining Signifi-  
cant Effect), 15082 (Mandatory Findings of Significance) and 15084 (Decision to  
Prepare an EIR), and the following reasons, as documented in the Initial Evalua-  
tion (initial study) for the project, which is on file at the Department of City  
Planning:

Deadline for Filing of an Appeal of this Determination to the City Planning Commis-  
sion: July 19, 1982

An appeal requires 1) a letter specifying the grounds for the appeal, and 2) a  
\$35.00 filing fee.

A handwritten signature in black ink that reads "Alec S. Bash".

Alec S. Bash, Environmental Review Officer

FINAL INITIAL STUDY  
81.694E

FISHERMAN'S WHARF ACTION PLAN

June 1982

INITIAL STUDY

81.694E

Changes to the Comprehensive Plan  
Proposed by the  
Fisherman's Wharf Action Plan  
City and County of San Francisco

INTRODUCTION AND BACKGROUND

The Fisherman's Wharf Action Plan (FWAP) was prepared by a multidisciplinary team of consultants coordinated by the San Francisco Port Commission and assisted by a Civic Advisory Committee in 1980. The FWAP concerns the area of Fisherman's Wharf under Port jurisdiction, including the area north of Jefferson Street, between Pier 41 and the Hyde Street Pier (see Figures 1 and 2). The Plan for future development of this portion of Fisherman's Wharf contains guidelines which are consistent with area plans adopted by the Bay Conservation and Development Commission (BCDC)/1,4/, and the majority of the policies and objectives in the Northeastern Waterfront Plan (NEWP), a section of the San Francisco Comprehensive Plan./2,4/ The FWAP is also consistent with the Golden Gate National Recreation Area (GGNRA) Plan for the northern waterfront area./3/ The FWAP discusses an implementation program containing development guidelines which address the particular conditions and needs of Fisherman's Wharf more specifically than existing adopted plans. The FWAP has been adopted by the San Francisco Port Commission; FWAP has not yet been adopted by the San Francisco Planning Commission to amend the NEWP of the Comprehensive Plan.

The FWAP would serve as a general guide to development of Fisherman's Wharf with a clear enumeration of permitted uses on Pier 45 and a proposed Hyde Street Pier extension./6/ The FWAP would provide a set of implementation guidelines that currently is not provided in the NEWP section of the Comprehensive Plan. If adopted as an amendment to the Comprehensive Plan, the FWAP would facilitate the development of portions of Fisherman's Wharf, but it would not prescribe the specific form or content of development there. The specific form that projects allowable under the proposed amended Comprehensive

Plan designations would take is not known at this time. Recommendations in the FWAP are to be considered as allowing many possible development scenarios. Upon adoption of the amended Comprehensive Plan designations by the Planning Commission, specific projects could be considered.

The FWAP, itself, does not represent a specific development; the general nature of its policies makes it infeasible to predict the specific design of any subsequently proposed development. Technical details and developer plans do not exist at present. Developers have not yet been selected. Following adoption of Comprehensive Plan changes, the Port would solicit developers for individual projects. Specific project proposals would require separate, subsequent environmental evaluations.

#### PROJECT DESCRIPTION

The proposed project consists of five amendments to the NEWP of the Comprehensive Plan, as recommended in the FWAP. The FWAP addresses the intent of all other objectives and policies of the NEWP. The Comprehensive Plan policy amendments would provide a framework to ensure the continuance of the fishing industry at the Wharf, encourage a mix of uses for presently underutilized areas (Pier 45), and provide public improvements for tenants and visitors to the area; these are the three major objectives of the FWAP (see Appendix A, page 27 for complete Plan language). The proposed Comprehensive Plan changes are discussed below.

#### Fish Handling

The FWAP proposes a change from fish processing to fish handling activities because land costs, competition and environmental impacts of fish processing (canning, curing, fish meal and fertilizers) would make these activities unfeasible for the Fisherman's Wharf vicinity. Fish handling (off-loading, icing, cold storage and wholesaling) by contrast, would be compatible with the local setting, and when managed according to modern standards could be relatively free of adverse environmental effects (odors, substantial waste generation, etc.). As the NEWP encourages the retention and expansion of fish processing facilities, the proposed amendment to the Fisherman's Wharf Sub-Area of the NEWP, Objective 1, Policy 1 would be revised as follows

(proposed deletions are lined out; proposed additions to the language are underlined):

"Encourage the retention and expansion of the commercial fishing and processing fish handling industry and businesses which provide services to the fishing fleet through construction of a new breakwater in the general area of the Hyde Street Pier, and conversion of Pier 45, to the extent feasible, to fish processing and related uses."

In addition to the changed land use concept for Pier 45, one FWAP policy would require a change in the NEWP language regarding Fish Alley. The FWAP Objective 1, Policy 1 (see Appendix A) addresses continued use of Fish Alley for the commercial fishing industry and businesses which provide services to the fishing fleet. The FWAP recognizes the need to have continued truck access to these establishments. Thus, an amendment to Objective 4, Policy 3 of the NEWP would be required as follows:

"Develop public open space areas in Fisherman's Wharf to provide a relief from the intense level of activity. Develop a major plaza at the foot of Taylor Street between Jefferson Street and the water's edge that would focus pedestrian and transit movement at the center of Fisherman's Wharf. Develop a major waterfront park along the bulkhead in the Pier 41 to 37 area. Develop an urban park at the foot of Columbus Avenue, bounded by Leavenworth and Beach Streets, that would provide a visual and functional termination of Columbus Avenue. Create a plaza in Fish Alley adjacent to Leavenworth Street north of Jefferson Street as part of an open fish market. Allow truck access to the plaza in Fish Alley."

#### Pier 45

A major element proposed in the FWAP is a change in designated use of Pier 45. This change would necessitate two of the five Comprehensive Plan amendments resulting in implementation of the FWAP. Objective 1, Policy 2 and Objective 2, Policy 3 of the FWAP (see Appendix A) proposes a predominantly residential, mixed-use development which would allow a range of possible land uses: office, convenience retail, hotel, screened or underground parking, public assembly, and institutional uses related to maritime activities and the

marine environment. This mixed-use concept would be developed to achieve three goals; it would serve: 1) as a first step towards modifying the image of Fisherman's Wharf as a predominately tourist area; 2) as a means to even out the seasonal use peaks associated with tourism; and, 3) as a means of providing improved Bay access and views for residents and visitors. The Port would require that any development of Pier 45 involve maximum feasible public access. Guidelines in the FWAP include provisions that 1) would limit development to the existing height and bulk restrictions; 2) establish design criteria; and 3) prohibit any view blockage greater than that created by the existing structures on Pier 45.

Pier 45 has been recognized as a potential housing site by the City Planning Department in their recent study, Housing Opportunity Sites./5/ The Port would make development of Pier 45 contingent upon development of a Hyde Street Pier extension to ensure that 1) fish processing facilities on Pier 45 would not have to relocate away from Fisherman's Wharf; and 2) a breakwater, presently called for under the NEWP would be constructed./6/

To allow mixed use development of Pier 45 with uses currently prohibited by the NEWP would require an amendment to the language of Objective 1, Policy 2 of the NEWP, Fisherman's Wharf Sub-Area as follows:

"Permit only those Bay-oriented commercial recreation and assembly facilities on the Hyde Street Pier, and along Fish Alley ~~and on Pier 45~~ which are incidental to their primary commercial fishing industrial use. ~~Prohibit Permit~~ commercial office (not related to the fishing industry), hotel, and residential, convenience retail, institutional and accessory parking uses on Pier 45. Parking shall be enclosed within a structure."

The current NEWP Maritime Industrial Element calls for improvement plans to be adopted for piers no longer needed for maritime use. Since FWAP proposes an alternative to maritime activities on Pier 45, the Maritime Industrial Element of the NEWP, Objective 1, Policy 2 would be revised as follows:

"Continue maritime activities ~~on Pier~~ 45, Piers 39 through 9, Piers 26 through 38 and Pier 46B for as long as practical. When and if it is determined that those piers are not needed for maritime use, improvement plans should be adopted for each area and appropriate amendments made to this plan."

#### Parking and Circulation

The rationale for the land uses that are proposed under FWAP was to discourage further commercial-tourist development of the Wharf area, and encourage a balance of uses. Although some new uses would result in automobile traffic and parking demand, the FWAP proposes functional and design standards to address the demands created. Changes to Objective 3, Policy 2 of the NEWP are proposed as follows:

"Minimize the intensity of automobile activity and discourage or prohibit commercial-tourist uses which rely heavily on the automobile for their success, ~~generate automobile traffic, and require large amounts of additional parking.~~ Strictly control additional parking facilities and locate them as far inland as possible to intercept traffic before reaching the water's edge and areas of intense pedestrian activity. Discourage vehicular access to parking facilities from Jefferson Street."

The FWAP is in basic agreement with the overall NEWP objectives to limit automobile traffic in the Fisherman's Wharf area but recognizes that any development of Pier 45 would generate traffic and increase parking demand.

Other elements of the FWAP are consistent with the above NEWP policy, such as the provision of an open fish market at Fish Alley and the prohibition of commercial-tourist facilities in that area.

## Summary of Policies in FWAP Which are Consistent with the Comprehensive Plan

The FWAP contains several policies and objectives which are consistent with the existing NEWP. Therefore, these policies are not considered to be part of the actions discussed here, i.e. changes to the Comprehensive Plan. These policies include extension of the Hyde St. Pier /7/, preservation of the commercial fishing industry at Fisherman's Wharf, creation of guidelines to preserve and improve public access, views and visual quality of the area. These policies will not be given further discussion with respect to their environmental consequences in this Initial Study.

### NOTES - Project Description

/1/ San Francisco Department of City Planning, Final Environmental Impact Report on Special Area Plan for the San Francisco Waterfront, March 1975.

/2/ San Francisco Department of City Planning, Final Environmental Impact Report for A Proposal for Citizen Review of the Plan for the Northeastern Waterfront, EE76.441 December 3, 1976; and the Administrative Amendment to the Final EIR EE76.441 for The Plan for the Northeastern Waterfront, January 2, 1980.

/3/ Golden Gate National Recreation Area, General Management Plan Environmental Analysis, Golden Gate Point Reyes, 1979.

/4/ As these plans are treated in certified EIRs, there will be no further discussion on them in this initial study.

/5/ San Francisco Department of City Planning, Housing Opportunity Sites, February 1979.

/6/ Although an extension of the Hyde Street Pier is proposed in the FWAP, it is not part of this project since it is consistent with the objectives and policies of the Comprehensive Plan.

/7/ Under the FWAP (Objective 1, Policy 2, - see Appendix A), the Hyde Street Pier would be extended bayward approximately 720 feet from existing pier fill and would be about 150 feet wide. This site is the location of a previous pier which was removed in segments over a long period of time due to its dilapidated condition. The pier would be used for fish handling activities, but not for fish processing. The FWAP would permit off loading of fish from commercial vessels, cold storage, a wholesale fish auction hall, boat mooring and fueling, lockers and restroom facilities for fishermen, and other fish

handling activities in conjunction with public access for the Hyde Street Pier extension. Twenty additional commercial boat berths would be provided with the capability of accommodating up to 50 boats through double berthing during the peak fishing season. The Hyde Street Pier extension is proposed to maintain and enhance the commercial fish handling industry by providing improved physical facilities. Hyde Street Pier was selected for development of new fishing facilities because of its direct access to existing fish handling and distribution activities presently centered in Fish Alley.

The pier would also function as a breakwater through placement of pilings to create a baffling effect on waves. The Army Corps of Engineers has studied the area as a location for a breakwater/<sup>8</sup>/ and BCDC plans call for a breakwater in the immediate area although BCDC does not specifically designate an extension of the Hyde Street Pier as the proposed site./<sup>9</sup>/

The extension of the Hyde Street Pier under the FWAP would conform with Objective 1, Policies 1 and 2 of the NEWP. By providing public access to the pier it would also conform with Objective 2, Policy 1 of the NEWP and BCDC's policies for enhancing public access to the Bay.

<sup>8</sup>/ U.S. Army Corps of Engineers, Environmental Statement Fisherman's Wharf Area, San Francisco Harbor, California (Breakwater Study for Light Draft Navigation), February 1981.

<sup>9</sup>/ San Francisco Bay Conservation and Development Commission, Special Area Plan No. 1, San Francisco Waterfront.

ENVIRONMENTAL EVALUATION CHECKLIST  
(Initial Study)

A. GENERAL CONSIDERATION:	<u>Yes</u>	<u>Maybe</u>	<u>No</u>	<u>N/A</u>	<u>Disc.</u>
1. Would the project conflict with objectives and policies in the Comprehensive Plan (Master Plan) of the City?	X				X
2. Would the project require a variance, or other special authorization under the City Planning Code?	X				X
3. Would the project require approval of permits from City Departments other than DCP or BBI, or from Regional, State or Federal Agencies?			X		X
4. Would the project conflict with adopted environmental plans and goals?		X			

The recommended mixed-use concept for Pier 45 outlined in Fisherman's Wharf Action Plan (FWAP) would conflict with Objective 1, Policy 2 of the Fisherman's Wharf Subarea of the NEWP, which prohibits "commercial office (not related to the fishing industry), hotel and residential uses of Pier 45." The FWAP proposes to allow any or all of these prescribed uses. Under NEWP, Pier 45 is proposed for use as fish handling and processing. At present this would constitute a nonconforming use with the site's Commercial Business (C-2) zoning. Recently adopted City policies, including the recommendation made in the Planning Department's Housing Opportunity Sites study, identify Pier 45 as a potential housing site. This recommendation is also proposed in BCDC's Special Area Plan One and the Northern Waterfront Element. Further analysis of the relationship between the proposed land uses in FWAP and the objectives and policies of the Comprehensive Plan will be discussed in the EIR. The FWAP specifically proposes some changes to existing Comprehensive Plan policies. As such, these changes constitute the project to be considered in an EIR.

edments to the Comprehensive Plan would not require a variance or other council authorization. Specific projects allowable under the FWAP may require variances or other special authorizations which would be addressed in subsequent environmental evaluations. The proposed Comprehensive Plan changes will not require any permits. The project would, however, require authorization by the City Planning Commission to adopt the proposed elements. Subsequent projects, allowable under the FWAP, may require permits from City, State, Regional or Federal Agencies, including the BCDC and the Army Corps of Engineers.

ENVIRONMENTAL IMPACTS: Yes Maybe No N/A Disc.

- 1 Land Use. Would the proposed projects:

  - a. Be different from surrounding land uses?
  - b. Disrupt or divide the physical arrangement of an established community?

The surrounding area is characterized by commercial retail (tourist related) businesses, hotels and restaurants (see Figure 3). Pier 45 would differ from surrounding land use as residential use would be permitted under the proposed changes to Objective 1, Policy 2 of the NEWP, Fisherman's Wharf Subarea. The adjacent residential area zoning includes an RC-1 (residential-commercial mixed, low-density) district south of Beach Street, between Leavenworth and Park Streets, an RM-3 (residential mixed house and apartment, medium-density) district south of Bay Street, between Mason Street and Columbus Avenue, and an RH-3 (residential-house, medium-density) district south of North Point Street and west of Columbus Avenue. Hotel, local-serving retail and office uses would also be permitted under the proposed Comprehensive Plan changes; these activities would be similar to existing land uses in the surrounding area. Changes in land use and their effects will be discussed in the FWAP EIR.

2. <u>Visual Quality and Urban Design.</u>	<u>Yes</u>	<u>Maybe</u>	<u>No</u>	<u>N/A</u>	<u>Disc.</u>
Would the proposed project:					
a. Obstruct or degrade any scenic view or vista open to the public?	X				X
b. Reduce or obstruct views from adjacent or nearby buildings?	X				X
c. Create a negative aesthetic effect?			X		
d. Generate light or glare affecting other properties?			X		

The proposed changes to the NEWP would permit increased densities on Pier 45. Consequently the potential for view obstruction as a result of future new development may exist. View obstruction and enhancement will be discussed in the FWAP EIR.

Proposed changes to the Comprehensive Plan would not change current height limits and design guidelines identified in the NEWP. Proposed FWAP policies which govern urban design considerations would control building height and massing, preserve and enhance views to the bay and improve the pedestrian access and visual environment. Urban design aspects will be discussed in the FWAP EIR.

3. <u>Population/Employment/Housing.</u>	<u>Yes</u>	<u>Maybe</u>	<u>No</u>	<u>N/A</u>	<u>Disc.</u>
Would the proposed project:					
a. Alter the density of the area population?	X				X
b. Have a growth-inducing effect?		X			X
c. Require relocation of housing or businesses, with a displacement of people, in order to clear the site?	X				X

d. Create or eliminate jobs during construction and operation and maintenance of the project? \_\_\_\_\_ X \_\_\_\_\_ X

e. Create an additional demand for housing in San Francisco? \_\_\_\_\_ X \_\_\_\_\_ X

The proposed changes in land use would increase the daytime population on Pier 45; it would also introduce a nighttime population generated by permitted residential and hotel uses. The general implications of an increased population density would be examined in the EIR for any development allowed under the amended Comprehensive Plan designations.

The lack of developable land in the Fisherman's Wharf area would restrict the growth-inducing potential caused by the Comprehensive Plan changes; however, pressure for new development may spill-over into areas south of Fisherman's Wharf. Growth induction will be discussed in the EIR.

The fishing businesses presently occupying approximately 67,000 square feet on Pier 45 could remain as nonconforming uses even if the FWAP were adopted. Implementation of subsequent development plans probably would result in their relocation to the Hyde Street Pier. The displacement and relocation of existing business on Pier 45 will be discussed in the FWAP EIR.

The proposed changes to the Comprehensive Plan would encourage new kinds of employment on Pier 45 and eliminate other types of jobs; i.e. those related to the commercial fishing industry. The effects on existing employment and the potential for new employment in the area will be analyzed in the FWAP EIR.

The FWAP would not create an additional demand for housing in San Francisco because it permits residential use on Pier 45 where it is currently not allowed. Housing demand will not be discussed in the FWAP EIR.

	<u>Yes</u>	<u>Maybe</u>	<u>No</u>	<u>N/A</u>	<u>Disc.</u>
4. <u>Transportation/Circulation.</u> Would the construction or operation of the project result in:					
a. Change in use of existing transportation systems? (transit, roadways, pedestrian ways, etc.)	X				X
b. An increase in traffic which is substantial in relation to existing loads and street capacity?		X			X
c. Effects on existing parking facilities, or demand for new parking?	X				X
d. Alteration to current patterns of circulation or movement of people and/or goods?	X				X
e. Increase in traffic hazards to motor vehicles, bicyclists or pedestrians?		X			X
f. A need for maintenance or improvement or change in configuration of existing public roads or facilities?		X			
g. Construction of new public roads?	X				X

The proposed changes to the Comprehensive Plan would increase ridership on the Municipal Railway (Muni) and would result in increased levels of traffic on local streets; there would be an increase in the parking demand (on-site and off-site). The FWAP includes policies to improve pedestrian circulation in the vicinity, reduce pedestrian/vehicular traffic hazards, and extend Mason Street. Transit, circulation, parking, pedestrian circulation and hazards and road construction will be discussed in the FWAP EIR.

	<u>Yes</u>	<u>Maybe</u>	<u>No</u>	<u>N/A</u>	<u>Disc.</u>
a. Would the proposed project result in generation of noise levels in excess of those currently existing in the area?		X			X
b. Would existing noise levels impact the proposed use?			X		
c. Are Title 25 Noise Insulation Standards applicable?	X				X

Increased levels of traffic generated by proposed changes in land use on Pier 45 could result in an increase in noise levels in the vicinity. Noise levels generated by traffic will be analyzed in the FWAP EIR.

Title 25 Noise Insulation Standards would be applicable to residential developments for Pier 45. Background noise levels of the surrounding area are 60 L<sub>d</sub>n. Two thoroughfares leading into the area (The Embarcadero and Hyde Street) have noise levels of 70 L<sub>d</sub>n./1/ Subsequent project developers would have to ensure, through proper construction and insulation, the attainment of an interior residential community noise equivalent level (CNEL) of less than 45 dBA./2/

#### NOTES - Noise

/1/ L<sub>d</sub>n is an averaged sound level measurement, based on human reaction to cumulative noise exposure over a 24-hour period, which takes into account the greater annoyance of nighttime noises. Noise between 10 P.M. and 7 A.M. is weighted 10 dBA higher than daytime noise./3/

/2/ Community noise equivalent level (CNEL) is similar to L<sub>d</sub>n except that sound level measurements taken between 7 P.M. and 10 P.M. are weighted 5 dBA higher than daytime sounds in addition to the 10 dBA 10 P.M. to 7 A.M.

/3/ Decibel (dB) is a logarithmic unit of sound energy intensity. Sound waves, traveling outward from a source, exert a force known as sound pressure level (commonly called "sound level"), measured in decibels. dBA is decibel corrected for the variation in frequency response of the typical human ear at commonly-encountered noise levels.

6. <u>Air Quality/Climate.</u> Would the proposed project result in:	<u>Yes</u>	<u>Maybe</u>	<u>No</u>	<u>N/A</u>	<u>Disc.</u>
a. Violation of any ambient quality standard or contribution to an existing air quality violation?		X			X
b. Exposure of sensitive receptors to air pollutants?			X		
c. Creation of objectionable odors?			X		X
d. Burning of any materials including brush, trees, or construction materials				X	
e. Alteration of wind, moisture, or temperature (including sun shading effects), or any change in climate, either locally or regionally.			X		

The proposed changes to the Comprehensive Plan could effect air quality in the area due to potential increases in traffic generated by the permitted new uses. There are no designated sensitive receptors in the area which could be affected by possible changes in air quality. Air quality will be discussed in the FWAP EIR

7. <u>Utilities and Public Services.</u> Would the proposed project:	<u>Yes</u>	<u>Maybe</u>	<u>No</u>	<u>N/A</u>	<u>Disc.</u>
a. Have an effect upon, or result in a need for new or altered, governmental services in any of the following?					
fire protection		X			X
police protection		X			X
schools		X			X
parks or other recreational facilities		X			
maintenance of public facilities		X			
power or natural gas		X			
communications systems		X			
water		X			X
sewer/storm water drainage		X			X
solid waste collection and disposal		X			X

The proposed changes in use for Pier 45 would effect the future level of demand for utilities and public services. These effects are discussed in general terms below. A site specific analysis would be necessary to determine actual effects and would be covered in subsequent environmental review as individual projects are proposed and will therefore not be further discussed in the FWAP EIR.

Fire Protection: The FWAP would permit an increase in the amount of floor area on Pier 45 and the number of people using it. The introduction of residential use would increase the fire hazard over that of fish handling or storage uses. Depending on layout and design of the pier, some problems of limited emergency vehicle access could occur; these would be evaluated when specific plans are proposed.

First response to Pier 45 is from Station 28 at 1814 Stockton Street, second response is from Station 2 at 1340 Powell Street and third response from is Station 41 at 1325 Leavenworth./1/ Response time is approximately three to four minutes. A fire boat is also available for fire fighting on San Francisco Bay./2/ Except in the case of a major fire, earthquake or disaster, the present personnel and equipment would be sufficient to handle emergencies in the project area. Information is insufficient to determine whether existing fire flows are adequate. Water Department main sizes might have to be increased to provide sufficient water flow, and a fire protection system similar to the one on Pier 39 would have to be installed. Additional fire hydrants probably would be required. These would be evaluated when specific plans are proposed and will therefore not be further discussed in the FWAP EIR.

Police Protection: The proposed changes in use would increase population and private property on Pier 45, thus potentially increasing crime. The pier is within the Central Police District (headquartered at 766 Vallejo Street) and Reporting Area 304. The project vicinity is patrolled 24 hours a day by a radio-dispatched patrol car and by officers on foot. Harbor Police also patrol the vicinity, with a foot beat along Jefferson Street, between the Hyde Street Pier and Pier 39. The Police Department does not anticipate the need for additional police personnel or equipment to serve Pier 45./3/ The need for additional police services would be evaluated in subsequent environmental

review as individual projects are proposed and will not be discussed in the FWAP EIR.

Schools: The residential dwelling units proposed on Pier 45 are not expected to house many families with school age children. The San Francisco school system is currently losing student population and no significant impact on its operation is expected unless the number of school children generated by this project were to exceed 200. Pier 45 is located within the following school districts: Sherman (K-2) and Ralph Weill (3-5) Elementary, Francisco Middle and Galileo High School./4/ This would be evaluated in subsequent environmental review as individual projects are proposed and will not be discussed in the FWAP EIR.

Water: Pier 45 water service is currently provided from an eight-inch diameter main along Jefferson Street. New or additional mains would have to be installed to facilitate residential use of Pier 45./5/ The installation of new water mains would be fully discussed in subsequent environmental review as individual projects are proposed and will not be further discussed in the FWAP EIR.

Sewer/Storm Water Drainage: Four-inch diameter sewer lines service four toilets on Pier 45. A pumping station combined with gravity flow directs the sewage south to Jefferson Street./6/ Sewage flows south to Bay Street and east to Kearny Street to the North Point Pollution Control Center./7/ The sewer system would require extensive improvements to service residential, mixed use./8/ The main size would have to be increased and new mains would have to be extended from the foot of Pier 45 to the intersection of Taylor and Jefferson Streets. A pump station would be necessary for each residential building. These would be evaluated in subsequent environmental review as individual projects are proposed and will not be further discussed in the FWAP EIR.

Solid Waste Collection and Disposal: Golden Gate Disposal Company, which currently serves the area, anticipates no problem in meeting collection demand./9/ Solid waste collection and disposal would be fully discussed in subsequent environmental review as individual projects are proposed and will not be discussed further in the FWAP EIR.

NOTES - Utilities and Public Services

/1/ Chief Sullivan, San Francisco Fire Department, letter of December 30, 1981.

/2/ Lieutenant Crispen, Fire Marshal for the Port of San Francisco, telephone communication of December 1, 1981.

/3/ Sergeant James Farrell, Division of Planning and Research, San Francisco Police Department, telephone communication of December 1, 1981.

/4/ Mr. Robert Haslam, Property Management Department, San Francisco Unified School District, telephone communication of December 1, 1981.

/5/ Mr. James Cooney, San Francisco Water Department, Engineering Division, telephone communication of December 1, 1981.

/6/ San Francisco Port Authority Utility Maps for Pier 45 and the Hyde Street Pier.

/7/ Mr. Bill Compton, Assistant Director, Citizen's Participation, San Francisco Clean Water Program, telephone communication of December 22, 1981.

/8/ Mr. Skip Zeller, Mechanical Engineer, San Francisco Port Authority, telephone communication of January 7, 1982.

/9/ Mr. Fiore Garbarino, Treasurer, Golden Gate Disposal Company, telephone communication of December 28, 1981.

8. Biology.

<u>Yes</u>	<u>Maybe</u>	<u>No</u>	<u>N/A</u>	<u>Disc.</u>
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a. Would there be a reduction in plant and/or animal habitat or interference with the movement of migratory fish or wildlife species?

\_\_\_\_\_ X \_\_\_\_\_

b. Would the project affect the existence or habitat of any rare, endangered or unique species located on or near the site?

\_\_\_\_\_ X \_\_\_\_\_

c. Would the project require removal of mature scenic trees?

\_\_\_\_\_ X \_\_\_\_\_

Pier 45 is constructed of concrete with pilings; pier reconstruction would not require dredging or disturbance of aquatic habitat. As the proposed changes to the Comprehensive Plan would not affect any plant and/or animal habitat, no further analysis will be presented in the FWAP EIR. At this point, there are no details on construction operations to be carried out; analysis of impacts on marine habitat would be fully discussed in subsequent environmental review required for any specific development proposals.

9. Land. (topography, soils, geology) Would \_\_\_\_\_ Yes \_\_\_\_\_ Maybe \_\_\_\_\_ No \_\_\_\_\_ N/A \_\_\_\_\_ Disc. proposed project result in or be subject to:

a. Potentially hazardous geologic or soils conditions on or immediately adjoining the site? (slides, subsidence, erosion and liquefaction)

\_\_\_\_\_ X \_\_\_\_\_

b. Grading? (consider height, steepness and visibility of proposed slopes; consider effect of grading on trees and ridge tops)

\_\_\_\_\_ X \_\_\_\_\_

c. Generation of substantial spoils during site preparation, grading, dredging or fill?

\_\_\_\_\_ X \_\_\_\_\_

The central 4.5 acres of Pier 45 is on landfill (mostly sand), contained by a concrete bulkhead wall. The fill is susceptible to earthquake induced hazards including possibly liquefaction and subsidence. Tsunami could damage the pier

although this would be unlikely. Grading required for development of Pier 45 would probably require some excavation of the fill but probably would not involve dredging or disturbance of other areas. Further evaluation would be included in subsequent environmental review for specific development proposals. Land/Geology will not be analyzed in the FWAP EIR.

10. <u>Water</u> . Would the proposed project result in:	<u>Yes</u>	<u>Maybe</u>	<u>No</u>	<u>N/A</u>	<u>Disc.</u>
a. Reduction in the quality of surface water?			X		X
b. Change in runoff or alteration to drainage patterns?		X			
c. Change in water use?		X			X
d. Change in quality of public water supply or in quality or quantity (dewatering) of ground water?			X		

Implementation of the proposed changes to the Comprehensive Plan probably would not effect the quality of surface water in the area. No dredging is proposed for development of Pier 45. The recommended residential development proposed on Pier 45 would result in an increase in water consumption because a greater number of persons would occupy the pier. The effects on water use and water quality would be covered in subsequent environmental review as individual projects are proposed and will not be discussed further in the FWAP EIR.

11. <u>Energy/Natural Resources</u> . Would the proposed project result in:	<u>Yes</u>	<u>Maybe</u>	<u>No</u>	<u>N/A</u>	<u>Disc.</u>
a. Any change in consumption of energy?			X		X
b. Substantial increase in demand on existing energy sources?		X			X
c. An effect on the potential use, extraction, conservation or depletion of a natural resource?			X		

The proposed changes to the Comprehensive Plan would not result in an increase in energy consumption. The effects of energy consumption would be discussed in subsequent environmental review as individual projects are proposed and will therefore not be discussed in the FWAP EIR.

12. Hazards. Would the proposed project result in:

	<u>Yes</u>	<u>Maybe</u>	<u>No</u>	<u>N/A</u>	<u>Disc.</u>
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- a. Increased risk of explosion or release of hazardous substances (e.g. oil, pesticides, chemicals or radiation) in the event of an accident, or cause other dangers to public health and safety? \_\_\_\_\_ X \_\_\_\_\_
- b. Creation of or exposure to a potential health hazard. \_\_\_\_\_ X \_\_\_\_\_
- c. Possible interference with an emergency response plan or emergency evacuation plan? \_\_\_\_\_ X \_\_\_\_\_

The proposed changes to the Comprehensive Plan would not interfere with emergency evacuation plans for the area and therefore will not be discussed in the FWAP EIR. The effects on emergency evacuation plans would be covered in subsequent environmental review as individual projects are proposed.

13. Cultural. Would the proposed project:

	<u>Yes</u>	<u>Maybe</u>	<u>No</u>	<u>N/A</u>	<u>Disc.</u>
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- \*a. Include or affect a historic site, structure, or building? \_\_\_\_\_ X \_\_\_\_\_
- \*b. Include or affect a known archeological resource or an area of archeological resource potential? \_\_\_\_\_ X \_\_\_\_\_ X \_\_\_\_\_
- \*c. Cause a physical change affecting unique ethnic or cultural values? \_\_\_\_\_ X \_\_\_\_\_

There are no known historic ships or archeological resources in the vicinity of Pier 45. /1,2/ If artifacts were to be discovered during the construction of subsequent project development, the project sponsor would have to agree to the mitigation measure on page 24. Cultural resources will not be discussed in the FWAP EIR.

#### NOTES - Cultural

/1/ San Francisco Maritime Museum, Notes on the Gold Rush Ships, (unpublished), 1967. This report lists vessels that may be buried beneath the original low-water mark and plots their presumed location on a map. Since 1967 research has discovered several additional vessels and there are most likely the remains of other ships scattered between the original low-water mark and the present Embarcadero.

/2/ Department of City Planning, San Francisco Archaeological Sensitivity Map.

C. MITIGATION MEASURES:	Yes	No	Disc.
Are mitigation measures included in the project?	X	—	X
Are other mitigation measures available?	X	—	X

#### UTILITIES AND PUBLIC SERVICES

A complete study of fire considerations for residential occupancy on Pier 45 would be initiated jointly by the Port, Bureau of Building Inspection, Bureau of Fire Prevention, City Planning and other concerned City agencies. The results of that study would be part of the environmental evaluation for the specific development proposals. The developer would bear the cost of the safety proposals recommended by these agencies.

#### CULTURAL

If evidence of cultural or historic artifacts of significance were found during project construction, the Environmental Review Officer and the president of the Landmarks Preservation Advisory Board would be notified. The project sponsor would select an archeologist or

other expert to help the Office of Environmental Review to determine the significance of the find and whether feasible measures, including appropriate security measures, could be implemented to preserve or recover such artifacts. The Environmental Review Officer would then recommend specific mitigation measures, if necessary; recommendations would be sent to the State Office of Historic Preservation. Excavation or construction which might damage the discovered cultural resources would be suspended for a maximum of four weeks to permit inspection, recommendation and retrieval, if appropriate.

Mitigation measures for specific project impacts would be discussed in subsequent, separate environmental reviews.

D. ALTERNATIVES:

Yes No Disc.

Were other alternatives considered:  
Alternatives considered were:

X

1. No Project. The no project alternative assumes no change in the City's Comprehensive Plan, but projects full build-out under present policies for use and density permitted within existing height and use regulations. This alternative has been evaluated in earlier EIRs prepared by the Department of City Planning (see A Proposal for Citizen Review of the Plan for the Northeastern Waterfront FEIR, EE76.441, December 3 1976; and the Administrative Amendment to FEIR EE76.441, January 2, 1980).

2. No Action. The no action alternative assumes maintenance of present Wharf conditions and trends. It assumes that for the next five to ten years no new facility improvement would be made to the fishing industry and that Pier 45 will continue in marginal use. This alternative will be further discussed in the EIR.

3. Mixed Use Development Without Hotel. This alternative assumes a mixed-use development of Pier 45 without hotel use. This alternative will be further discussed in the EIR.

## E. MANDATORY FINDINGS OF SIGNIFICANCE:

Yes No Disc.

\*1. Does the project have the potential to degrade the quality of the environment, substantially reduce the habitat of a fish or wildlife species, cause a fish or wildlife population to drop below self-sustaining levels, threaten to eliminate a plant or animal, or eliminate important examples of the major periods of California history or prehistory?

      X      

\*2. Does the project have the potential to achieve short-term, to the disadvantage of long-term, environmental goals?

      X      

\*3. Does the project have possible environmental effects which are individually limited, but cumulatively considerable? (Analyze in the light of past projects, other current projects, and probable future projects?)

      X      

\*4. Would the project cause substantial adverse effects on human beings, either directly or indirectly?

      X      

\*5. Is there a serious public controversy concerning the possible environmental effect of the project?

      X      

On the basis of this initial evaluation:

       I find the proposed project COULD NOT have a significant effect on the environment, and a NEGATIVE DECLARATION will be prepared by the Department of City Planning.

       I find that although the proposed project could have a significant effect on the environment, there WILL NOT be a significant effect in this case because the mitigation measures, numbers       , in the discussion have been included as part of the proposed project. A NEGATIVE DECLARATION will be prepared.

✓ I find that the proposed project MAY have a significant effect on the environment, and an ENVIRONMENTAL IMPACT REPORT is required.

Robert W. Passmore  
Assistant Director-Implementation

for

Dean Macris  
Director

Date: 7/7/82

